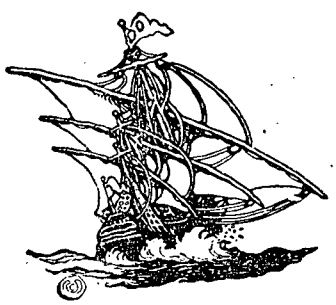
THE SURVEY

MIDMONTHLY

MAY 15, 1926



The Prohibition Hearings
When Will Social Work Take the Stand?
By Haven Emerson, M.D.

A Social Insurance Revival
By I. M. Rubinow

The Nurse as Citizen
By Annie W. Goodrich, R.N.

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The winning papers will be published in The Survey and in collaborating newspapers.

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THE SURVEY

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The Gist of It

HENDRIK WILLEM VAN LOON draws the text for this month's frontispiece from the hearings on "bootleg milk" in New York city, which have resulted in the bringing of charges of bribery against city employes and food inspectors. It was alleged that these employes had connived with a "milk graft ring," to smuggle in milk which failed to meet the standards required by law and maintained by the established companies.

DR. EMERSON, editor of The Survey's health department appraises the prohibition inquiry from the point of view of a social investigator and sanitary expert (p. 229). He does more than that. He challenges all of us to action.

HAS the time come to revive the movement for social insurance? Mr. Rubinow thinks it has and on page 233 tells us why; while on page 242 he reviews the sweep of social insurance legislation throughout the world in the post war years and the status of American experiments. Mr. Rubinow's Social Insurance is an authority in that field.

DO cities "over-weight" with homeless children require the services of a specialist? And what of the "underweight" cities? Raymond Clapp discusses dependent children (p. 239) in his second report based on the study of the American Association for Community Organization.

A RESUMÉ of social service in the past in Cook County, Illinois, and what the new Bureau of Public Welfare is going to do in the future is the subject of the article (p. 244) by Wilfred S. Reynolds, director of the Chicago Council of Social Agencies.

THE future of nursing—a future where a group of educated highly trained workers cooperate with the community—is visualized (p. 246) by Annie W. Goodrich, dean of the Yale University School of Nursing.

DR. MARY RIGGS NOBLE, Chief of the Preschool Division of the Pennsylvania Department of Health tells what the "health car" did in Pennsylvania and what were the results of its findings. (p. 249)

ON page 251 Stuart Chase of The Labor Bureau discusses the chief channels of economic waste in an article based on his address given at the annual meeting of the American Association for Labor Legislation. His recent book The Tragedy of Waste, published by Macmillan, appeared serially in The New Republic.

NEVA R. DEARDORFF gives us again (p. 256) one of her moving little stories of the children of civilization.

HOW we recognize certain imperative aims of adolescent training and how we consistently fail to carry them out in the job of training the adolescent is William H. Burnham's thesis in his article which is a resumé of his address given at the Mid-West Conference of the Chicago Society for Child Study and Parent Education. (p. 257) Mr. Burnham has been professor of pedagogy at Clark University since 1906 and is the author of The Normal Mind.

WHAT is the new politics? Hugh McD. Clokie, professor of philosophy at Rutgers University, tells us on page 260.

THE SURVEY regrets an error of fact in its East by West issue. Miss Cameron, head of a girls' rescue mission in San Francisco, was described as a Quakeress. Miss Cameron is a Presbyterian and the mission she directs is supported by the Presbyterian Board of Missions.

COME to The Survey's annual party during the National Conference of Social Work. This year it will be a lawn party (d. v.) at the Nursing Center, 21 and Euclid Avenue, Cleveland, at 4:00 P. M., on May 31.

Eleanor Rowland Wembridge, of Cleveland, author of the stories which you have enjoyed in The Survey during the past three years and which are now out in book form, will be the guest of honor.

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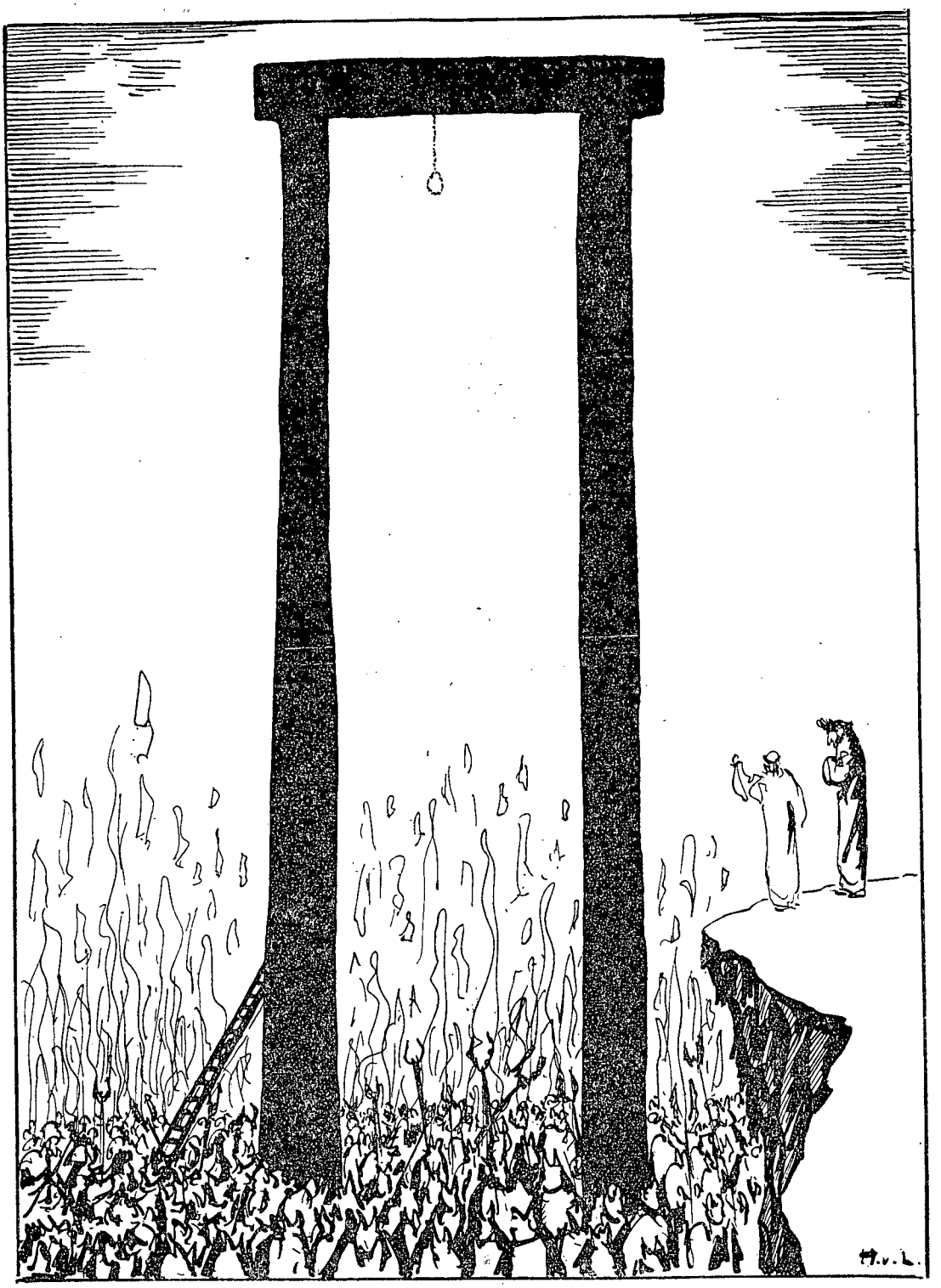

Drawn by Hendrik Willem Van Loon

INFERNO, CANTO XLV

DANTE: Why all this excitement, oh noble Virgil?

VIRGIL: They are getting ready for the man who adulterated the milk meant for babies!

DANTE: But all this crowd seems composed of devils!

VIRGIL: Even devils, oh Dante, draw the line at certain things.

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THE SURVEY
MIDMONTHLY

May 15
1926

Volume LVI
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The Prohibition Hearings

When Will Social Work Take the Stand?

By Haven Emerson, M. D.

SHALL the Eighteenth Amendment be repealed? Has enforcement been seriously attempted or is it as yet in fact reasonably effective in any state, city or county? Shall the enforcement act be modified to permit wines and beer? Shall we adopt the government business system as operated in parts of Canada? Shall the procedure and personnel of the Federal Courts be so modified and supplemented that the prosecuting attorneys can satisfy the reasonable demands of law abiding citizens? Above all, is there benefit or damage, socially, financially, industrially, and to life and health, from the changes brought about by such measures as we have of enforcing the Eighteenth Amendment?

The Senate of the United States has taken notice of these questions, and an amphibious sub-committee of the Committee on the Judiciary has offered a forum for opinions. And the result: hardly a fact that could stand unassailed! Hardly a witness prepared by training and experience to deal thoroughly with the questions at issue!

And above all again, not a contribution of any substance from the two professions most concerned with the answers. No social service or health organization peeped throughout the hearings unless one counts the modest and unsubstantial individual experience of a Salvation Army colonel and the personal testimony of officers of various religious bodies. Do you, family welfare associations, or you, charity organization societies, neighborhood houses, day nurseries and placement bureaus, no longer concern yourselves with the greatest social experiment of our time and country?

In its arbitrariness, in the population involved and in its possible human consequences, the adoption of the Eighteenth Amendment was the most sweeping piece of social legislation ever enacted. Dr. Emerson appeared at the Senate hearing as a witness. He has scanned the voluminous testimony; and his conclusion is that, squeezed of controversial opinion, there was little evidence offered. He challenges American social agencies to get at the facts of Prohibition and to bear witness from now on as to its enforcement and its enforcibility, its accompaniments and its justification in terms of social results, actual and potential. The issue can be dodged no longer: until it is settled all social and civic undertakings will be hampered at every turn.

Do you agree with District Attorney Emory R. Buckner of New York that "we are too conservative to enforce the law and too ignorant of the facts to modify it?" It is *your* facts he is referring to. Or does it rouse no spirit of controversy, of truth, of hope, to be told by your Salvation Army sister that what used to be a 50 per cent traffic in their refuge because of drunkenness has fallen to a 1 per cent job so that early preventive and reconstructive work for wayward girls can now be undertaken instead of sodden dead end jobs with broken-bodied and fuddle-minded aged men?

Are there no tuberculosis associations, no social hygiene societies, no visiting nurse, baby station, mental clinic, health officer, vital statistician groups ready and willing to break a lance for the truth before the specious and sarcastic Jim Reed of Missouri or the shrewd and persistent Senator Walsh of Montana? Is no health officer even recording the changes in morbidity and mortality with the

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possibility in mind that bacteria are not man's only enemies, and that better home conditions among wage earners, vastly altered by changes in earnings and expenditures, may be due to the Volstead Act?

WHERE were the university sociologists, where the foundations who hold in trust most of the brain power and reserve funds for study in the country? Have they been afraid of controversy, that they have so silently ignored a factor of modern life which is pregnant with social upheaval and renewal of human vitality? With such self-appointed authorities on the social order and medical practice as Hiram Maxim, such would-be experts in criminology as Senator Edge of New Jersey and Senator Bruce of Maryland, could you not, you the guardians of social facts, exponents of the community conscience, try out your convictions, admit your doubts, speak with courage and your own knowledge, and happily enter the arena for the sake of truth as you find it?

Read the testimony verbatim if time affords, or accept the slant of your favorite daily, which if it does not sieve the reports to suit its established policy, is likely to play them up in headlines with intent to warp your sentiments and win your support. In either source you will find a dearth of reasoned facts to justify your respect for the capacity of your fellows for clear thinking, logical argument, or honest statement.

Here was a stage sought and set by the opponents of the Eighteenth Amendment, prepared for publicity purposes to follow hard upon the sampling of organized wet opinion by Scripps-Howard and other newspapers, and intended to serve as the excuse and support for a series of changes in the enforcement act so that the people of the United States may "have their wines and beer, statute or no statute, or Constitution or no Constitution," according to Bruce.

There came the familiar parade of convinced opinion with nothing new or important to offer, except for the excellent and obviously thoughtful and honest statements of Andrews and Buckner. Helter skelter statements, without order, plan or consecutive argument, a veritable merry-go-round of emotions and unsubstantial pronouncements followed one another in the midst of general bewilderment. Those who came convinced left the hearings with their fanaticism or their idealism, their convictions or determinations unchanged, and few came in the spirit of open-minded uncertainty searching for truth or offering their contribution with the humility of science.

Senator Bruce, representative perhaps of the red-blooded practical men of Congress, led off as follows:

> Prohibition except to a highly qualified extent has never gone into effect.
>
> The most intelligent and virtuous have developed close working relations with the bootlegger who in most communities have become rich, powerful and respected.

To which Bishop McDowell replies:

> The real issue before the American people today on this subject is whether the prohibition amendment and the federal prohibitory law are to be nullified by a law-defying minority which insists upon flagrantly showing its contempt for the emphatically expressed and properly recorded will of the American people.
>
> It is our judgment that even under the circumstances that have existed the Eighteenth Amendment has been enforced as fully in the United States as the laws against theft and murder and other crimes. For these reasons we oppose any amendment to the existing laws except such amendments as will make them more effective in expressing and enforcing the will of the law-abiding citizens of the United States.
>
> We do not trust the distillers, the brewers, the saloonkeepers or those who are hired by them to do their work. They have done nothing in all their long history from the whisky rebellion in our early days as a nation until this hour of their violation of the Constitution and laws of the land that any man or woman should trust them. Our experience with compromises is not forgotten. Therefore we are against the whole business.

Chicago comes to protect its reputation for sobriety and good government. Mayor Dever tells of the overwhelming interference with civic affairs by the controversy over alcoholism and its control. "There are certain wards in Chicago where a man cannot be elected to the City Council if he dares to say that he favors a modification of the Volstead Act, no matter how able he may be; and the contrary is true in other wards. Our attention is engrossed from morning until night on this subject." The mayor added that squabbles over prohibition prevent him and other executive officials from giving as much time as should be given to other subjects.

IF it were not worth settling on its own account and in a frank courageous way, the dilemma of public officers will force us to an issue. And yet the problem is no new one for, as the Rev. Charles F. McFarland of the Federal Council of Churches called to mind, there was the same struggle when liquor sales were legal in every city:

> The perils of alcoholism give a growing uneasiness to statesmen everywhere, and although the degrading habits of those who openly flout the law are serious for them they are neither as widespread nor as iniquitous as the consequences of the legalized liquor traffic of a decade ago.

And he is supported in this by Bishop Cannon:

> For thirty years I personally waged battle after battle with them in town, city, state and nation. The traffic had at its command all the forces of the underworld, with every ward-heeler and political pimp linked with men higher up in an ascending scale until the slimy trail led to the office of the boss of the city or state. The graft and corruption in connection with prohibition enforcement of today concerning which so much clamor is raised by the opponents of the prohibition law is but a drop in the bucket, compared with the graft and corruption which prevailed everywhere in the old saloon days.

And then came assertion and rebuttal which arrange themselves much as the phrases of the modern true-false examination questions, leaving the floundering citizen to fill in the answering word on the basis of his tradition, his emotions, his habits, his religion, his politics, and perhaps once in a million times on the basis of personal observation, reason, facts, proof.

Since the passage of the Volstead Act there has been:

more / less } drunkenness than formerly

more / less } beverage alcohol consumed

more / less } crime

more / less } corruption of police and courts by liquor interests

There has been more / less } prosperity

Which has been / has not been } in any way related to prohibition

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Industry has been / has not been } benefitted
Health has been / has not been } affected favorably
Alcohol is essential / is worthless } as medicine.

What a rare collection of debatable issues which shriek to be supported or confuted by facts not by words, by observation not by intuition, by local, state, national, international evidence, not by personal recollection of another person's quotations.

There is hardly room in the world for so much truth as the relators of our recent past history would have us accept. One may venture that at least half is made of but half-truths and the rest is a tissue of faith, hope, imagination and animosity.

Representative Gallivan of Massachusetts offers with sufficiently condemnatory completeness a banner list of twenty-five points, which he claims have been proved to the satisfaction of any fair-minded person:

1. That prohibition has been a colossal failure.
2. That it is destroying our government and even our civilization.
3. That it is breeding a dangerous discontent among our people.
4. That it has destroyed a hitherto awe and respect for the federal government.
5. That it is destroying respect for all law.
6. That it has brought an era of crime and immorality.
7. That it is undermining the morality of our youth.
8. That very few regard the law as binding upon them.
9. That it has created a huge ineffective department of government for enforcement.
10. That it has added millions of dollars to government expense.
11. That it has filled the land with government agents and spies.
12. That it has interfered with and hectored and annoyed legitimate business.
13. That the department is honeycombed with graft and corruption.
14. That it has burdened the taxpayers by eliminating billions of dollars of income.
15. That it has created a "rum navy" and soiled the good name of the Coast Guard.
16. That it has made a police court out of the honored and respected United States District Courts.
17. That it has clogged the judicial machinery of our country.
18. That it has created the necessity of vastly increasing the number of judges.
19. That it has alarmingly increased arrests and filled the jails and penitentiaries.
20. That it has increased deaths from alcoholism.
21. That it has increased the number of insane.
22. That it has made saloons of drug stores.
23. That it has created a new trade or profession called "bootlegging," that has become the greatest in the country.
24. That it has created a discrimination between the rich liquor consumer and the working man who has been deprived of his beer.
25. That it has deprived agriculture of a market for its products.

From all of which his expected conclusion is couched in the following unrestricted return to what he possibly thinks of as a pre-Volstead Heaven, a sort of free for all among the states and no interference by any federal umpire:

The whole situation is a stench in the nostrils of decent citizens. Unless this fanaticism is curbed and checked, soon grave results will follow. The situation is getting worse and Congress should take immediate steps to rectify the error of the century.

It seems to me that the best plan suggested is to let each state fix its own definition of what is intoxicating. This as an emergency measure, and then follow that by a repeal of the Eighteenth Amendment.

And to offset this comes the official declaration for the General Conference of the Episcopal Church:

We come to declare that people who have freely violated the laws and Constitution of the United States, some of whom have sworn to defend the laws and Constitution of the United States and have "violated these laws," as was said here the other day, "without compunction of conscience," have no standing in this court. Law breakers are not in position to be law makers or to be law menders. The propositions to amend the existing law are made in behalf of bootleggers, booze dealers and booze consumers who have steadily broken the laws established by due process. They are the agents of the traffic whose principle was stated a few days ago by one of the great dailies of the country as being based upon two things, "stimulation of trade and resistance to all restriction."

We firmly believe that liberty can only be secured under law and that anarchy and the utter destruction of lawful government would follow the adoption of the principle that whenever laws are found difficult to enforce they should be amended so as to permit milder forms of evil.

Could we believe that so simple a little thing as desiring or not the sensation of euphoria, said to follow the use of non-intoxicating doses of beverage alcohol, would turn our representatives of law and religion into such antagonists in opinion? Even among the official representatives of the anti-prohibition forces one finds a modest line now and then indicating a sense of uncertainty or distrust of some of the data which are offered by the yard to the press. Even Mr. Shirk of the Moderation League after speaking elaborately of the prevalence of drinking among children as "common knowledge" mentions in an aside quite apologetically that "there is a paucity of authoritative statement on the subject." Would that this had been adopted as the rule of the Senate Judiciary sub-Committee, and no one heard as witness who would not guarantee to relieve the poverty of the record.

NOW and then a ring of idealism came to relieve the columns of disputed ratios of drunks, deaths, and bootleggers per 100,000 of the population. This is reflected and resounds again and again in the testimony of those whose memories have been scored deeply by their experience in the crusades of a life time, when liquor truly was king or despot, slave driver or political boss, with the sky the limit and the police and prostitute the brother and sister of the brewer and distiller.

The Federal Council of Churches was quoted as follows:

Three fundamental considerations led to the adoption of the Eighteenth Amendment:

1. The belief that in dealing with gigantic social evils like disease or crime individual liberty must be surrendered in the interests of effective social control.
2. The belief that the liquor traffic is such an evil—a conviction that is gaining strength all over the world.
3. The experience gained by a generation of experiment with substitutes, which has led the advocates of temperance to conclude that only drastic federal action could bring about the eradication of the evils they were fighting. Prohibition was not a policy adopted hastily or without due consideration and it is not to be set aside merely because great difficulty or even temporary reverses are encountered in carrying it out.

To the persistent restatement by innuendo or declaration

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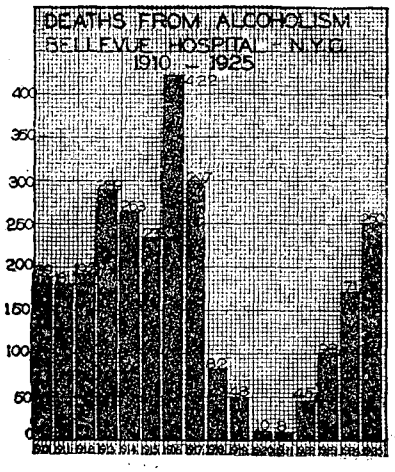

that crime has greatly increased and that common knowledge is sufficient to convince on this topic, the Rev. Mr. Wilson of the Board of Temperance of the Methodist Episcopal Church quotes the Census Bureau to the effect that a 37.7 per cent decrease in prison population occurred between 1910 and 1923, 40.8 per cent reduction among minor criminals and 13.2 per cent among serious offenders.

He furthermore claimed that in the past five years "there would have been 705,360 more arrests if the 1916 rate of increase had been maintained." At least no one attempted to offer evidence that any individual, city, state, nation, or race had become wealthy, happy, healthy and progressive because of and in proportion to per capita consumption of alcohol.

But we have the next thing to this in the impassioned elucidations of Hiram Maxim who from long personal experience assures us that "alcohol is the medicine par excellence that brings comfort and well being," that "shields and protects the mind from distractions, brings rest and induces recuperation" and further, "that it is the sovereign emedy for typhoid fever, tuberculosis, pneumonia and influenza" and "next to fire the discovery of alcohol was the most important and useful of all the discoveries in the life history of mankind."

And even more specifically, a matter which the Children's Bureau has overlooked, that "beer is acknowledged to be the most useful and indispensable galactagogue [stimulant to the flow of mother's milk] in the world."

Surely he is going to be an inventor to the end of his days.

Dr. Woodward of the Bureau of Legal Medicine and Legislation of the American Medical Association opines that the average dose of whiskey would be from four to six ounces and that it is needed and demanded in amounts larger than legally permitted at present, and suggests it is desirable for infants and for adults with pneumonia, and that "we have no substitute for whiskey or alcohol in disease" because of certain properties nothing else seems to have. Perhaps Dr. Woodward is right about its having properties quite characteristic. Certainly when it is used as a drug in the treatment of disease the physician should be free to use it as his physiological and pharmacological sense dictates. Dr. Woodward's contribution dealt exclusively with the demand of sane physicians for more liberty in prescribing, not at all with the general principles and policies represented in the Eighteenth Amendment.

The characteristic properties and results of alcohol as described widely in the literature of the medical sciences and public health are offered by the writer as a convenient review for those who may temporarily lose their bearings in the whirlpool of today's confusion.

Alcohol is a depressent habit forming narcotic drug.
Alcohol is a protoplasmic poison.
Alcohol is drunk to get the drug effect and whenever it is so taken in whatever amount it exerts to some degree its depressent and toxic effects.
Alcohol causes disease: psychoses, multiple neuritis, gastritis, cirrhosis of the liver.
Alcohol causes deaths: from acute and chronic poisoning.
Alcohol reduces resistance to infection.
Alcohol diminishes likelihood of recovery from acute infections, such as pneumonia.
Alcohol increases liability to accidents, and delays recovery.
Alcohol reduces endurance, accuracy and rapidity of muscular action of all kinds even when used in such small amounts as to show effects inappreciable subjectively by the user.
Alcohol decreases expectation of life.
Alcohol reduces chance and survival of offspring.
Alcohol deteriorates emotional and nervous control, as expressed in unreliable judgment and self control and hence contributes to the incidence of venereal diseases.

No kind of test involving conscious cerebration or reflex or voluntary muscular mechanism has yet been evolved which does not show one or all of the following results from even minimal physiological doses of alcohol, as compared to the responses of a normal or non-alcoholised individual: delay, inaccuracy, lack of endurance, i. e. slower, weaker, more irregular response.

Congressman Vare who is a candidate for the Senate, tells us that free use of beer and wine would "promote sobriety, temperance and contentment and stop irritation" and he goes further in deploring the loss of profits to capital, labor and the farmer which would result from the manufacture of beer. To which Mr. Strivings, master of the New York State Grange, replies:

Our order stands for a prosperity which comes from happy homes resulting from a well-employed and well-paid people—not from an indolence which is made possible by a profligacy in the waste of our national wealth, natural or produced. We ask for a sober citizenship and that peaceful prosperity in the country which is the foundation of the national safety. We shall obey the law and call upon all good citizens to join us in law obedience.

Testifying as an economist Irving Fisher declared that prohibition has caused a saving in national wealth of at least $6,000,000,000 yearly in the form of increased energy, increased wages and increased industrial profits. So it goes.

THINK it over! you nurses, case workers, sociologists, probation officers, officers in the official and volunteer agencies of health. Really, don't you feel a little peeved at being omitted from this round table of talent? Perhaps you are waiting until the National Conference of Social Work counts prohibition among the live issues in America and stops for a moment among the pros and cons of chest campaigns and the terminology of delinquency to study the evidence under your very noses. Then perhaps go afield and consider whether Finland, Africa, Iceland, Quebec have lessons for us, and whether it is time to organize and see how far and fast the world has traveled to or from consistent or complacent abstinence or indulgence. Let us follow the suggestion of Mrs. Willebrandt, who believes that the Volstead Act can be enforced, and "look into the places where it has been instead of the places where it has been poorly enforced."

Let us get social service in its most generous sense from Henry Ford, by a critical study of his experience:

Prohibition has reduced the liquor problem, so far as it relates to our men, to a point where we can easily handle it. Before prohibition there were in each group of 5,000 men about 100 who gave us trouble (*Continued on page* 280)

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Needed: A Social Insurance Revival

By I. M. Rubinow

BY "social insurance" we mean a system of insurance established by law, and with the assistance of governmental powers, to protect the working masses against the common vicissitudes of life which ordinarily lead to loss of income and consequent misery and distress. The amazing spurt of compensation legislation between 1911 and 1916 (see p. 242) represents one of the most encouraging pages in the history of social and labor legislation in this country. This encouragement was so great that its advocates felt justified in attacking other fields. It was a matter of deliberate choice, rather than accident, that the field of health insurance was selected for active propaganda. The enthusiastic response of many communities and social groups, and perhaps even more the frantic opposition of other groups, such as organized manufacturers, Christian Scientists, a goodly proportion of the medical profession, and insurance companies, made it almost certain, if one were to judge by characteristic symptoms, that the movement was bound to be successful. What actually happened is a matter of history; the health insurance movement was not the only progressive effort that was swallowed in the rising wave of reaction. Neither the war nor the post-war period were conducive to social legislation. What has happened, and why?

While little had been achieved in the domain of *social* organization in this country during the past ten years, much has been accomplished by the emphasis on the *individual* and a resulting effort to understand him. Modern psychology, largely a development of this decade, has made an earnest effort to understand the motivation of human conduct. The growth of experiments in education, the extention of psychiatry far beyond its original narrow limits of mental disease into all aspects of human conduct and social relationships, the development of the mental hygiene movement, the almost revolutionary overhauling of conventional sex standards, all these movements are laying a foundation for a new approach to social problems in which the individual, his importance and his value, have obtained an entirely new valuation.

The effect of these new tendencies upon some age-old problems has been far reaching. It was comparatively easy ten years ago to sum up the great mass causes of poverty in a few words: accidents, disease, premature old age, widowhood, orphanage, unemployment or sub-standard wages. When social thinkers are now asked to enumerate the factors of poverty and misery and maladjustment, they are more likely to emphasize bad physical heredity, inadequate personality, lack of initiative, psychoses and neuroses, constitutional inferiority, perhaps also the excessive number of children.

Let us admit it: In the face of what psychology and psychiatry has taught us during the last ten years, who would dare to insist upon the adequacy of the purely economic formula of ten or fifteen years ago?

And yet the time has come, at least for those who are not easily content to accept the particular formula which happens to be in fashion, to ask ourselves whether the pendulum had not swung too far the other way, and whether, in our legitimate efforts to understand the individual, we are not running the danger of forgetting how far he is subject to conditions of social organization.

SOCIAL workers can never escape the duty of at least searching for a general social program. The direction of that program must necessarily be influenced by our ideas of social causation. The factors of human misery continue to be a recurrent subject of thought, of discussion, of investigation, in our conferences and our scientific literature. The standpatter may think that he has disposed of all radical criticisms of social organization by announcing that such criticism emanates primarily from the unsuccessful and the dissatisfied. This may be accurate as a purely factual observation. So is the direct opposite of it that it is the prosperous and successful who may be found among the staunch defenders of modern social order. But taken singly, these views do not lead to any constructive social policy.

It is only logical that in the competitive order the healthy, the intelligent, the well balanced, should have a better chance than the sickly, dull, highly neurotic, or feeble minded. But the situation offers no ready guide, either to the ethical problem of responsibility or to the social problem of elimination of human distress. The unsuccessful individual will necessarily point his finger of scorn at society. So long as he does no more than that he is considered a harmless crank. If his opinion leads him to action, as it sometimes must, he is restrained, or eliminated as a criminal or rebel. But when there are enough of him, violent social upheavals must result.

When the majority is at a loss to know what to do with the under-dog it finds easy relief in throwing the responsibility back upon him, in biologic, psychiatric, or sociologic terms. But in the long run is not this mutual accusation and recrimination of the individual and society little more than a phase of the popular pastime of "passing the buck"? What else does it accomplish?

INERTIA has, however, another powerful argument (or shall we say rationalization?). It may insist that the very absence of legislation of this type is proof sufficient that America, of all countries, does not need it; that the phenomenal prosperity of this, the richest country in the world, has made unnecessary a type of legislation which impoverished Europe is forced to depend upon.

That question raises a very large problem. A final decision as to the need of social insurance in this country would presuppose the collection and analysis of all possible information of the following:

Not only the amount of wealth that this country possesses, but its distribution, as well as the distribution of incomes; the amount and trend of wages in the light of an increased cost of living; the extent of those very emergencies, such as sickness, old age, invalidity, unemployment, and insufficient

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earnings, in general; the ways in which modern American society is meeting them, the extent to which it is able to meet them successfully; the quantity and quality of both public and private relief.

Obviously, all this cannot be done within the limits of a paper, and I am afraid it cannot be done at all without the creation of very comprehensive agencies for the careful study of social phenomena such as we do not yet possess.

But may not one indulge in a few general observations?

There *has* been a tremendous increase of wealth, no one needs to doubt that. An estimate of that wealth in 1880 was below forty-four billion dollars, and in 1923 three hundred and twenty billion. The increase is staggering, though a sober statistician will want to remember the corresponding fall in the value of the dollar and the increase of population. The annual production of wealth or the total income is variously estimated as somewhere around seventy billion dollars, a staggering amount, which should, however, be divided by the population of one hundred ten million to reduce it to its proper proportion, some $600 per capita.

But without raising at this time any question as to the disposal of such distribution of wealth or income as prevails in this country, one may be excused for mentioning the interesting fact that the number of returns on the income tax, which has been supposed to cover all incomes of a thousand dollars or over, has never exceeded seven million out of some forty million persons employed, and that staggering as some incomes may be, the respective number appears very small in the light of our population statistics. I wonder how many realize that the number of incomes of over $5,000 hardly exceeds 600,000 for the whole country, and that on the other hand the standard budget of some $1,500 still remains an ideal for the majority of workingmen's families?

Studies in real wages have been repeatedly made in this country. My own study, made some twelve years ago, indicated a reduction of perhaps 10 per cent in real wages between 1890-1912. The latest study of Professor Paul H. Douglass has been considerably commented upon by our press. The conservative papers have announced with a great deal of satisfaction that Professor Douglass' figures show an increase of some 28 per cent in real wages between 1890-1924. This is no place to go into technical criticism of those figures. The important thing is that practically no increase has taken place between 1890-1919; and that the supposed increase all came within the last four or five years as a result of the unusual break in retail prices in the fall of 1920, which was not followed by an equally universal break in wages. Unfortunately, if any cause for optimism is to be derived from these figures, it must also be remembered that the period from 1920-1924 was also a period of dullness and depression in industry and that the average earnings have not risen in the same proportion as nominal wages. Also, that rents have continued to rise for ten years and that retail prices have again taken a decided turn upwards during the last year.

Surely, no poor law officer, no case worker has reported any excessive reduction in the demand for relief during the last five years.

With the exception of the splendid results obtained in community tuberculosis campaigns, there has been no great reduction of illness. One might even question whether the reduction in mortality from tuberculosis has not actually increased the number of tuberculous patients requiring assistance. We still have the aged with us, perhaps more so, because of the increased average longevity. Our industrial accidents are still increasing in number. Many of them are only very inadequately met by our meager compensation laws. Non-industrial accidents have become almost as great a problem. Think of the twenty-five thousand lives paid annually to the automobile craze alone. The number of deserted women is not only not declining, but is probably on the increase because of the general restlessness of modern society. Surely the number of divorced women is increasing. The year 1921, and again 1924, has brought very serious conditions of unemployment.

It may be true, and significant besides, that few books have appeared within the last six or seven years on the prevention of poverty, a topic so popular only ten years ago. And it is also unfortunately true that every now and then one hears respectable swivel-chair economists shouting in true Pollyanna spirit that poverty has already been abolished.

Yet the amounts that must be collected annually through noisy, boisterous campaigns, through community chests, welfare federations, and thousands of individual agencies, through subscriptions and picnics and dances, grow larger and larger. And it is also true that one community after another is forced to make the painful admission that not enough money is being collected to meet even the immediate needs of emergency relief.

This is a true picture of the situation, though perhaps a one-sided one. One cannot disregard the twenty million automobiles which the country has absorbed, most of them pleasure cars. One cannot disregard the fabulous national budget for theaters, extravagant clothing, radios, and movies, or perhaps even the fabulous profits of bootlegging. Both as a statistician and a sociologist, I am frequently somewhat at a loss as to how to bring these two sides of the picture of our social life together into one monistic interpretation.

But at least one thing would appear quite certain from the description of our fabulous wealth. At least the argument should be abandoned, so commonly heard ten years ago, that American industry cannot afford the burden of a national system of social insurance which may be borne by impoverished Great Britain, Italy, France, and even Poland.

IT is true that painfully and slowly, social workers are forcing the public to increase its voluntary contribution to the solution of all those problems with which social insurance deals, but perhaps only a statistician can realize how puny these voluntary efforts are in comparison. How many of us know, for instance, that as a result of compensation laws, considerably more than one hundred million dollars is paid over in this country to injured workmen and their dependents every year, not counting payments deferred? How many of us know that within ten years, since the Pennsylvania Compensation Law went into effect, more than seventy million dollars have been paid in that state to workmen and their dependents for industrial accidents; some twenty million were (*Continued on page* 283).

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Hearing from the People

By Eleonore von Eltz

THE fight for the forty-eight hour week for women workers in New York State goes over to its thirteenth round. Forty-eight hour bills of one sort or another have been introduced at Albany annually for the past twelve years. This year, as last, in spite of the fact that both parties were pledged through their platforms to the principle, such legislation was defeated. The method employed was the substitution for the Mastik-Shonk 48-hour bill of a measure calling for an investigation of "conditions in occupations in which women are employed."

Even more flagrant than this sidestepping of party pledges were the events preceding it. Having had their orders to keep hands off the labor law, the Senate and Assembly committees on labor and industries proceeded to go through the motions of "hearing from the people." The voters and workers were invited to come and declare themselves on this matter of a 48-hour week. All sides availed themselves of the privilege but none received so much publicity as a group of women workers who declared that they and the majority of women in their factories were against reduction of hours.

The performance was accurately described last summer by an irate manufacturer who, being informed that the measure would be revived in the next session, exclaimed:

"Why do they want to drag that up again? Didn't we show them up in Albany that the working women are for 54?"

He had reference in particular to the referendum instigated by Assemblyman Donahue of Troy when the 48-hour discussion was at its height. Great stress is laid on the point that employers had nothing to do with this referendum aside from printing the ballots. The poll was taken by committees of workers who certified to the count before a notary. The returns, covering all the shirt and collar factories of Troy, numbered several thousand and were three to one against the 48-hour week. The figures made an impressive showing as they were read off at Albany.

What lay behind the Troy referendum? Last summer the writer went through the state with the purpose of interviewing every possible working woman she could get in touch with in order to find out the general opinion of the proposed 48-hour law held by those who will be affected by its passage.

Stopping a group of collar workers as they came from a Troy factory the writer asked them to attend a meeting and give their views on 48-hour legislation.

"We voted on that last spring," they said.

"How was the vote taken?"

"Well, the boss give us a pencil and paper and says 'Here, vote any way you please—I'm not going to tell you how to vote.' But of course we all voted against 48. We didn't want to have to work Saturday afternoons."

Further questioning developed that a rumor had gone through all the factories that a 48-hour week law meant 8 hours a day and consequently 6 full days with no half holiday. This was wholly without foundation for there was no 48-hour bill introduced last year or this which did not allow up to 10 hours a day to prevent this very situation—to make possible in fact a 5 day week.

This bit of misinformation, however, was probably widespread. In another town where women had been invited through their employer to meet with the writer a worker reported that her invitation had been worded thus:

"Go down and tell this lady what you think about the law. Vote any way you please of course but remember that a vote for 48 means no half-holiday."

Here the responsibility was fixed. In the case of Troy the employers were not charged with spreading the rumor. "It just went from girl to girl," said the women. But whatever its origin it did its work both in the shops and at the hearings.

Other reports of thousands against 48 which were marshalled at Albany to kill the measure will be found equally worthless. In the second town referred to the writer talked to a forewoman who had testified at the hearing that she represented over 2,000 women who were all perfectly satisfied with the 54-hour law and thought a reduction would lower their earnings. Referring to the questionnaires which had just been filled out by a group of workers including the forewoman the writer remarked:

"You signed up against 48 I suppose."

"Yes, but I don't say I represent the majority of my department."

"But last spring—before you went to Albany—wasn't there a poll to see what the girls wanted?"

"No."

"Has such a vote ever been taken in your factory?"

"No, I don't think there ever has."

Evidently there was ground for the complaint often met: "Say, these women who talked at Albany wasn't workers—they was foreladies."

Another 54-hour worker in the same plant shed further light on the subject:

"When they picked girls to go to Albany, did they ask any of us who want 48? No, they took the girls they knew they could count on—paid their way and their day's wages and gave 'em a swell chicken dinner! Why wouldn't they say what the bosses wanted?" That chicken, apparently was the unkindest cut of all, if one may speak thus of a fowl. She kept harking back to it— "A *swell* chicken dinner!"

This will give you some idea of how hard it is for the unorganized women who favor the measure to make themselves heard. In the face of the situation one cannot but be amazed at the courage of those working women who have appeared at Albany hearings to speak for the bill. If further evidence of the need for (*Continued on page* 283)

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The Common Welfare

"KEEP steady. Peace on earth comes to men of good will" was the message to his fellow countrymen of Stanley Baldwin, premier of England, at a critical stage in the negotiations which broke down before the general strike. And no one who read the speeches of Mr. Baldwin and of J. H. Thomas, the leader of the railwaymen, could miss the impression that peace would have come had the issue been left to men like themselves to work out together. As no one could read the bristling utterances of Winston Churchill, chancellor of the exchequer, and A. J. Cook, president of the miners, without getting the clue that they were spoiling to try their muscle in a class conflict and dramatizing their part in it. And behind them, and before them, extremist groups in both camps egging them on; beneath them elemental forces at work, deep under the high decisions of an empire more sensitive to its international credit than to the plight of its unemployed, more active in meeting its war debts to America (on a plane such as no other country has matched) than in maintaining a living wage for its miners, caught in the pincers of a desperate trade condition.

The outcome will lie with the massive steady bulk of the English people, on both sides of the industrial cleavage. Have they not only the good will but the imagination, to grapple constructively with a great underlying economic-civil situation, which not only pits emotions at each other and ranges men in opposing convictions, but puts the British commonwealth, for the second time in the new century, to a supreme test.

Events are moving too swiftly for forecast, but before discussion becomes absorbed in news of clashes and recrimination, and our minds slide into the ruts of phrases and preconceptions chiseled by the daily editorials we read, it is well to mark the significance of Premier Baldwin's message in the light of English history. "Keep steady." Englishmen have been that in their thousand uninvaded years. They have found peace through good will, but not without struggle. In those thousand years they have worked out a scheme of self-government, and in the process the center of power has shaken down, stage by stage, through kings and barons, lords and commons, landowners and tradesmen. In this century, it is the wage-earners that are emerging, and the main current of history is with them. If England were old England, the contest would, as in the past, be political. But with the coming of coal and steam, the social fabric of the commonwealth changed. This new class which wants a larger say over its own life is itself a product of that change. The organized wage-earners are still a minority. The basic industry, out of whose pits came the immediate cause of conflict, has broken down as a producing entity. The Sankey Commission exhibited that and nothing was done by the civil power. The more recent governmental commission exhibited that, and measures dragged. Despairing of political redress, the workers have swung to direct action; resorting to it on a scale never before employed in England. The government held the general strike to be an attack on sovereignty; and declared a "state of emergency." The leaders who have built up the labor movement held that it is a final legitimate recourse in bargaining and in effecting economic changes.

Now however this new constitutional issue is settled, behind it lies the relegated industrial issue of the mine fields; and behind them both, another and older civil issue, one reaching to the bed-rock of English life. Will the scheme of self-government under which England has remained free and grown great, prove plastic enough, and strong enough, to reconstitute its economic structure in a way consonant at once with its own high tradition and with the spirit of a new time? The Russians have taken a short cut. The Italians have taken a short cut. Fascist and Communist disciples are fishing in the troubled English waters—few in numbers, but with the zeal of fanatics and the belief in force as the blade to do the short-cutting. On the steadiness, the good will and the imagination of men and women of common English blood hangs the demonstration of whether western democracy has a more enduring answer by the way of peace and self-government.

APPARENTLY young America is not going to the dogs after all. Pushing below the pessimistic headlines, the Children's Bureau has made a study of the records of juvenile delinquency in fourteen cities for all or part of the period between 1910 and 1925. In most of the cities studied the number of young delinquents, considered in relation to the number of children under the jurisdiction of the court, has declined or remained stationary. In New York the decline is marked; Chicago also shows consistently lower rates after 1920 than before it. Only Detroit, Minneapolis, Philadelphia and Seattle show increases. Similarly the number of delinquent children in institutions, according to the Census reports, shows a reduction, as does the number of convictions of boys and girls between 10 and 17 for grave offenses, such as homicide, robbery and burglary. Contrary to alarmist reports, there has been no increase in the proportion of youthful offenders (from 18 to 34 years old) committed to prisons, reformatories, jails and workhouses. In most of the age groups studied the percentages of young delinquents were markedly lower in 1904 than in 1880 or 1890, and a downward or stationary tendency has persisted through the latest records available.

In making this study of juvenile delinquency the Children's Bureau was constantly hampered by the fact that the term itself has no commonly accepted exact meaning, and that reports are complied so variously that it is impossible to compare delinquency rates from city to city. Within any one city the trend can be determined with comparative accuracy, but at the present national statistics are only a hope. The Bureau is working on a plan for the

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compilation of figures from juvenile courts which would make such a record possible. Here is a place for one of the social measuring sticks, which has been proposed in these pages. (The Survey, January 15, March 15, 1926.) Mr. Clapp makes use of another such social thermometer in his article in this issue (p. 239). The American Statistical Association is organizing a committee under the chairmanship of Ralph G. Hurlin, director of the Department of Statistics of the Russell Sage Foundation, to investigate the possibilities for such research, and to coordinate the many efforts toward it which are being put forth by organizations and individuals. The Public Charities Association of Pennsylvania is obtaining the funds necessary to establish and support for a year a study of social statistics which probably will be directed by Dr. I. M. Rubinow, one of the first proponents of the "social index" idea.

In New York city such an index has been under consideration by a group of health and social work statisticians. A committee of that group, headed by Mr. Hurlin, recently brought in a report stressing the significance of the attempt to establish one or more general indices of social work in New York city, but pointing out that no general measures of effort and accomplishment can be established until intensive work has been done on the introductory phases of the problem, the definition of terms and the establishment of units. To do this, the committee believes, there will be necessary a research project of substantial proportions over a considerable length of time. The committee therefore recommended that it be discharged, and that this informal group give its efforts to the work so opportunely sponsored by the American Statistical Association.

ONLY a few years ago the men's clothing industry in New York was the scene of innumerable picturesque strikes such as that which through the newspaper headlines has been focusing public interest on Passaic. There were huge picket lines, there were injunctions, there were exciting encounters between the police and the strikers. There were times when in New York, Chicago and Rochester large sections of the community were lined up behind the workers or the hard-pressed employers. There were charges of exploitation and sweating on the one hand, of radicalism and anarchy on the other. Camera men and reporters were on the job. For industrial warfare is news.

On the evening of April 27, some six hundred members of the Clothing Manufacturers Exchange and of the Amalgamated Clothing Workers of America joined in a banquet to celebrate the second anniversary of the establishment of what is known as the Impartial Machinery for the adjustment of disputes in the market. The impartial chairman, Jacob Billikopf, reported that in these two years some 3,700 cases had been submitted to him. Of this high number all but a tiny fraction had been adjusted by the parties through mediation and without a decision from him. He had been called upon to decide but sixty-seven cases; but even with respect to these the decision had, except in a few instances, been drafted by the representatives of the two sides so that he had done nothing more than affix his signature to the concurrent judgment. To those who are familiar with the intricate problems of the clothing industry and the emotional intensity of its predominantly Jewish and Italian citizenship, this was a remarkable and thrilling record of constructive achievement. Both workers and employers at the banquet stressed the fact that under the system of orderly government which they have established, continuous insistence upon special "rights" had yielded to a sense of responsibility toward the industry, not only as the source of their livelihood but also as the instrument of their service to the community.

But this was not news. There were no press photographers present, no camera men. The New York World carried a perfunctory notice under the heading Clothing Makers Enjoy Big Dinner, without any reference to the trenchant and eloquent interpretations of the occasion made by such men as Judge Julian W. Mack, C. D. Jaffee, president of the New York Clothing Exchange, Sidney Hillman, president of the clothing workers' union. One searched in vain for a line in the New York Times of the following morning.

Have thirty-seven hundred disputes settled peacefully, constructively, intelligently, no news value? A single dispute so stupidly mishandled that it results in a strike or a lockout, with all the melodramatic accompaniments of jungle warfare—to that the press gives endless, first-page headlines.

ON the brown Jersey flats, not far from Perth Amboy and Elizabeth, there are a number of "black towns," settlements of Negroes who work in the big industrial plants, or do hand laundry and other domestic service for "summerers." Late in April, John Carroll, Caucasian by race and boxer by profession, was killed in Carteret, a little town containing one of these small Harlems, by an unidentified Negro. John Carroll was by way of being a hero among the rougher element of the community. A mob of 150 of his friends, a few of them men, but most of them youngsters, set about avenging his death by terrorizing all Negro residents of the vicinity. Colored citizens passing peaceably along the streets were set upon, beaten, kicked and in at least five instances badly injured. The little Negro church was burned to the ground, in spite of the young pastor's plea that the mob "respect God's sanctuary." The Fair Haven School at Red Bank, attended by Negro pupils exclusively, was also burned, and according to The Times, Raymond Davison, chief of the Fire Department, "said he had found unmistakable evidences of arson." The Negroes fled the community in terror, whole families hastily gathering together a few possessions and creeping away under cover of darkness.

There is reason for believing that Carroll's murder was only one of several causes that led to the outbreak. For some time there has been "trouble" between white and colored labor in the chemical factories and other local industries, the same kind of friction that led to the ghastly "race riot" in Chicago several years ago.

Again New Jersey's local authorities have a black mark in meeting a tense situation, this time racial, rather than industrial. And this time beatings and burnings are so many indictments not only of rough-neck youth, but of the shortcomings of the forces of education and citizenship in keeping pace with industrial expansion in the outlying and

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neglected phlanges of a great manufacturing district like that at the mouth of the Hudson.

THERE was a new blare of ramshorns in the May-Day parade this year: the New Masses swings into line. Pockets full of funds for at least twelve monthly issues, its editors, executive boarders and contributing editors march past in number as the sands of the sea (perhaps *they* are the new masses). Contributors who made the old Masses and the Liberator find a leading place in the big red and black pages, strident with bold-face type, and there are newcomers a-plenty to join in shouting the multiple gospel of revolt. Shrewd and amusing drawings, in this first number, hit more often than the prose the bulls-eye of satire: in both there is a good deal of bludgeoning of old devils. On the walls of the Jericho they picture are many familiar faces—the labor spy and "adjuster," the clubbing cop, the churchly bigot and the profiteer. For wit's sake we might welcome an attack on newer targets, but those walls still stand thick and strong. Whether or not we agree with the legends on the banners we can at least give a hand to this new company as it goes flaunting by in a fresh effort to blast the ancient strongholds of greed, bunk and stupidity.

THERE is something extremely pathetic to enthusiasts for social insurance in the recent drive of the United States Veterans Bureau to revive the millions of lapsed policies taken under the World War Veteran Act of October 16, 1917, but if the enthusiast also happens to have studied this branch of social legislation, the situation contains no elements of mystery.

Though almost all the newspapers of the country have broadcasted the appeal, the facts, startling as they are, are not generally known. Nearly 4,700,000 policies were issued by the government under the Act. The amount of insurance covered was more than $40,000,000,000. About 550,000 policies valued at less than $3,000,000,000 are still in force. Nearly 4,000,000 policies valued at $33,500,000,000 have lapsed, a record such as even the worst periods of industrial insurance could not show. And yet there can be no question that the insurance offered by the government is both cheap and safe: cheaper, surely, than that sold even by the most efficiently managed mutual companies, because there is no profit to be made, no amounts to be transferred to the surplus or reserves, and the entire expense of administration is borne by the government. If, in comparison, we remember that in one year all life insurance companies have spent in commissions, fees, dividends and other administrative expenses $488,000,000 out of a total income of $2,150,000,000, or nearly 25 per cent, the difference in favor of government insurance is obvious. The additional advantage of paying on a monthly basis is not to be disregarded. For industrial insurance on a weekly payment plan shows an expense loading of perhaps 40 per cent.

What, then, is the trouble? Are the American people over-insured? Or do they show no appreciation of life insurance? That can hardly be charged. The total amount of life insurance outstanding in the United States in 1900 was $8,500,000,000, in 1910 $16,000,000,000, in 1920 $42,000,000,000, in 1922 $50,000,000,000, and by this time probably exceeds $60,000,000,000. According to all life insurance salesmen, the amount still to be reached is almost unlimited. Life insurance salesmanship continues to be a profitable and growing occupation. Undoubtedly, a good proportion of this phenomenal increase in life insurance written by private companies, whether stock or mutual, has been sold to the very 4,000,000 energetic young men who had enlisted or had been drafted into the army during the war less than ten years ago.

Everyone of these 4,000,000 young men should be urged to renew his policy. But the fact is that this appeal and all other possible appeals made by the Veterans Bureau will meet a very slight response, and that on July 2, 1926, most of the policies will be permanently voided.

THIS certainty of comparative failure of the government life insurance plan may be used and has been used as an argument to prove the futility of all government life insurance schemes, perhaps of all social insurance projects. Is there any flaw in this reasoning? One lesson the figures seem to teach is that in a competitive market, government life insurance, no matter how profitable and cheap, cannot overcome the advantage of a well trained agency organization of hundreds of insurance companies. If people are so inert that they must have an expensive man go after them to make them purchase something, which they know full well is the next thing to necessity, it can be argued that they deserve to be charged the additional cost of such an agency organization. But do we know how many of these policies may have lapsed because the government plan was not understood or misrepresented? Do we know how many of them lapsed because of the inability of the mass of discharged soldiers to keep up payments? As a matter of fact, how many of us know the number of life insurance policies that lapse anyway and the loss entailed to the insured?

To those familiar with the history of state insurance schemes in Europe, there is nothing surprising in the story. Voluntary state insurance has either been a failure or a success within insignificant limits. If cheap insurance with collection and sales costs squeezed out of it, whether for life or health or old age, is desired for the great body of the people, the principle of compusory and contributory insurance will have to be reckoned with just as it has had to be in the case of insurance against accidents. When social insurance again becomes an active public issue in America as it is bound to do, records of this gigantic war time scheme will be used by the opponents of government insurance as a complete demonstration of the futility of state operation. If the movement gains headway in spite of this obstruction, they will fall back as in the past on the suggestions of voluntary state insurance rather than a compulsory state system. But at this point this exhibit will count for the proponents of the latter as the real alternative to private voluntary insurance.

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Dependent Children: a Measuring Stick

In an effort at Seeing Social Work Whole, to quote the title of his article in the March 15 Survey, Raymond Clapp continues his analytical comparison of the social work of a selected group of cities, turning here from the total picture to the particular situation of work for dependent children. This is the second report from the American Association for Community Organization on its study of Volume and Cost of Social Work

FROM studies of weights and measures of millions of people, public health experts have prepared tables showing the average weight for every height and age. They tell us that marked over-weight or marked under-weight is a danger signal which warrants a thorough examination.

Do cities over-weight with homeless children require the services of a specialist? Have they perhaps had too rich a diet of generous support? Have they accumulated this over-weight through making it easy for parents and relatives to shift to the agencies the burden of care for their children?

What of the "underweight" cities? Is it a sign of health for a city to have but few dependent children or is it because many are left in corruptive home environment or "adopted out" without proper safeguards to child and foster parent? On the other hand may a city be content just because it is average?

In nineteen cities with population totaling over ten million people there was at any one time in 1924 an average of 23,360 dependent children in instituitons and boarding homes under the care of public or private child caring agencies. This is an average of 2.32 such children per thousand population. One city had over double this average and two had less than half of it, according to the records submitted from these cities to the American Association for Community Organization in its Study of Volume and Cost of Social Work.

How many dependent children should a given city care for? If the way is pointed to future intensive study of this one question, the time and effort put into this tabulation will have achieved its object. The information here summarized is the best that could be secured under present conditions and is dependent for its accuracy upon the records available in hundreds of agencies in nineteen cities. For certain agencies where complete records have not been available careful estimates have been made, so that all known agencies are included. We believe therefore that these figures give a fair picture of the problem as a whole in the cities studied.

The figures here quoted include both dependent and neglected children. They cover the calendar year 1924 or the nearest fiscal year. The group includes both public and private agencies, i.e., county homes, boards of children's guardians, orphanages, children's aid societies, and "S.P.C.C's." Where child care is but one department of a general agency, service and cost figures have been prorated. For the purpose of this study, children are considered dependent or neglected until court action determines them delinquent. Pre-court work is included under "Dependent and Neglected Children," post-court work under "Delinquency" which is a separate classification. Where an agency cares for any material number of out-of-town children, an attempt has been made to separate them from these figures.

In each of the accompanying tables and charts the cities are arranged in the order of column C table 1, that of the number of children who have been separated from their own homes and have not yet been re-assimilated into the community in free, wage or adoptive homes—that is, those children cared for in institutions or boarding homes. This order has been followed throughout to see if any correlation may exist between the number of such children and other factors. The figures in column F table 1 include protective work for neglected children as well as free, wage and adoptive placements. These two groups could not be separated. Those cities showing a large number of children in column F do so because they have developed, more extensively, protective work for neglected children in their own homes.

TABLE 1

Number per thousand population, 1924, in institutions (column D), in Boarding homes (column H); total in institutions and boarding homes (column C); number in free, adoptive, wage and own homes (column F) and grand total (column G)

Rank Col. "G" A	City B	Children per 1,000 Population In Inst. & at Board Total C	Inst. D	Board E	Free, Etc. F	Grand Total G
1	Buffalo	4.88	3.24	1.64	1.56	6.44
2	Rochester	4.18	2.54	1.64	1.31	5.49
3	Duluth	3.71	2.80	.91	.59	4.30
4	Toledo	2.83	2.27	.56	.78	3.61
5	Omaha	2.69	2.60	.09	.59	3.28
6	Kansas City	2.55	2.40	.16	.08	2.63
7	Dayton	2.42	2.41	.01	2.81	5.23
8	Milwaukee	2.41	2.09	.32	.88	3.29
9	Cleveland	2.18	1.49	.69	2.50	4.68
10	St. Paul	2.12	1.58	.54	2.80	4.92
11	Akron	2.07	1.71	.36	.26	2.32
12	Chicago	2.02	1.85	.17	.35	2.37
13	Grand Rapids	1.98	1.68	.30	.82	2.80
14	Detroit	1.97	1.04	.92	.61	2.58
15	Canton	1.60	1.19	.41	0	1.60
16	Minneapolis	1.55	.90	.65	6.33	7.88
17	Indianapolis	1.54	1.24	.30	.80	2.34
18	Wilkes Barre	.94	.71	.23	.29	1.23
19	Des Moines	.59	.58	.01	.58	1.17

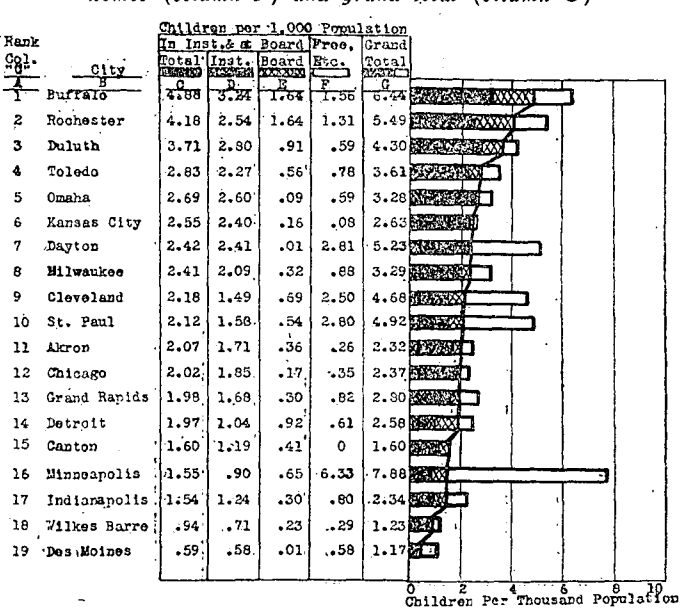

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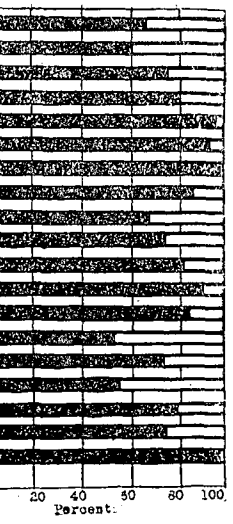
TABLE II

Number of children in institutions and Boarding Homes and percentage of each to total, 1924

Rank Col. "F" A	City B	In Insts. No. C	In Insts. % D	At Board No. E	At Board % F	Total No. G	Total % H
4	Buffalo	2,011	66.4	1,016	33.6	3,027	100
3	Rochester	844	60.8	542	39.2	1,386	100
9	Duluth	303	75.5	99	24.5	402	100
10	Toledo	630	80.2	156	19.8	786	100
17	Omaha	548	96.7	18	3.3	566	100
16	Kansas City	862	93.9	56	6.1	918	100
19	Dayton	408	99.6	1	0.4	409	100
14	Milwaukee	1,230	86.7	186	13.3	1,416	100
5	Cleveland	1,545	68.3	717	31.7	2,262	100
11	St. Paul	401	74.7	136	25.3	537	100
12	Akron	355	82.6	74	17.4	429	100
15	Chicago	6,208	91.6	557	8.4	6,765	100
13	Grand Rapids	250	84.8	45	15.2	295	100
1	Detroit	1,293	53.1	1,142	46.9	2,435	100
6	Canton	127	74.3	44	25.7	171	100
2	Minneapolis	375	55.6	272	44.4	647	100
11	Indianapolis	478	80.5	119	19.5	597	100
8	Wilkes Barre	156	75.4	51	24.6	207	100
16	Des Moines	84	98.3	1	1.7	85	100



Some cities have a larger percentage of children than others. Analyses were made to see whether this fact explains some of the differences in table 1. But when the ratio of dependent children to the *total child population* is computed, it changes the picture but slightly.

The degree to which use of the boarding home has been found practicable (see table 2) is an important indication of the type of child care in any city. If data on this point is secured for future years, it will show a considerable increase in the use of boarding homes in many of these cities and may help to determine the wise "balance" between the two types of service. Surely those cities now making small use of boarding homes should stop, look, and listen before building more orphanages.

Another method of serving more children without building new orphanages is by speeding up "turnover" and reducing the average length of study in the institution. During the 33-1/3 months which the "average bed" in Rochester and Wilkes Barre is occupied by one "average child," the "average bed" in Des Moines and Omaha is serving the needs of five or six different children (table 3) whose stay averages only 5 or 6 months each.

The percentage of occupancy (table 4) raises some interesting questions. Why are not the institutions overflowing in the cities at the bottom of list, which cities make the least provision for dependent children. Is it because all the needy children are cared for with room to spare? Does 90 per cent to 98 per cent of capacity represent efficient use of an orphanage? With but two exceptions the cities in the upper half of the list approximate 90 per cent occupancy. Does that mean that the more orphanages a city builds, the more "orphans" it will find to put in them?

The amount of case work in relation to the number of dependent and neglected children is given in table 5. This does not mean that each worker is actually carrying the average indicated case load in a given city. Many of these children are without case work service at all. A high "community case load" means either that a large number of children receive no case work service at all or that many are receiving superficial service only. This presents to the community planning agency a problem as to the wisest distribution of case work services and the need for strengthening them.

The bill for this service (1) as contributed by the community and (2) met from earnings is shown in table 6 in per capitas for total population. The cities in this table do

TABLE III

Average length of stay in months of children in institutions other than detention and receiving homes as computed from the ratio of admissions to average institution population, 1924

Rank Col. "F" A	City B	Ave. Pop. Inst. C	Total No. Admt'd D	Ratio Turn-Over E	Ave. Stay in Mo. F
17	Buffalo	1,900	984	.52%	23.1
18	Rochester	764	276	.36%	33.3
4	Duluth	303	348	1.15%	10.4
14	Toledo	597	383	.64%	18.8
2	Omaha	499	961	1.93%	6.2
6	Kansas City	805	700	.87%	13.8
15	Dayton	375	212	.57%	21.1
5	Milwaukee	1,197	1,183	.99%	12.1
9	Cleveland	1,337	967	.72%	16.6
11	St. Paul	401	276	.69%	17.4
7	Akron	325	257	.79%	15.2
16	Chicago	6,208	3,410	.55%	21.8
3	Grand Rapids	182	300	1.65%	7.3
12	Detroit	1,293	868	.67%	17.9
13	Canton	118	77	.65%	18.5
8	Minneapolis	339	263	.78%	15.4
10	Indianapolis	452	317	.70%	17.1
19	Wilkes Barre	156	56	.36%	33.3
1	Des Moines	53	121	2.28%	5.3

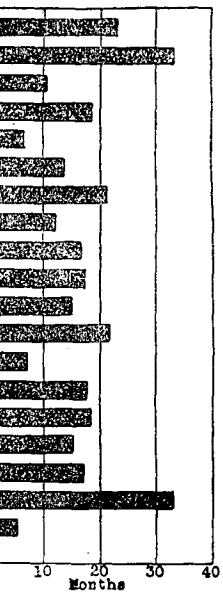


TABLE IV

Percentage of occupancy of institutions other than detention and receiving homes, 1924 (ratio of average population to reported capacity)

Rank Col. "E" A	City B	Capacity C	Av. Pop. D	% Occupancy E
10	Buffalo	2,148	1,900	88.5
11	Rochester	869	764	87.9
19	Duluth	405	303	74.8
8	Toledo	665	597	89.8
17	Omaha	630	499	79.2
3	Kansas City	868	805	92.7
5	Dayton	409	375	91.7
7	Milwaukee	1,320	1,197	90.7
9	Cleveland	1,502	1,337	89.0
14	St. Paul	470	401	85.3
4	Akron	352	325	92.3
6	Chicago	6,812	6,208	91.1
18	Grand Rapids	235	182	77.4
2	Detroit	1,383	1,293	93.5
1	Canton	125	118	94.4
12	Minneapolis	389	339	87.1
14	Indianapolis	541	452	83.5
13	Wilkes Barre	180	156	86.6
16	Des Moines	65	53	81.5

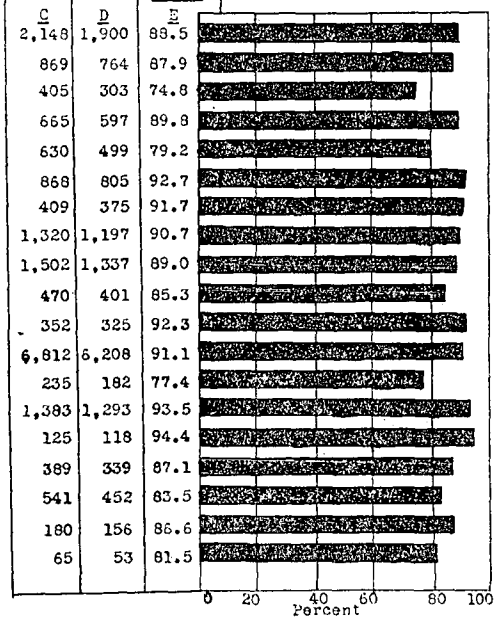


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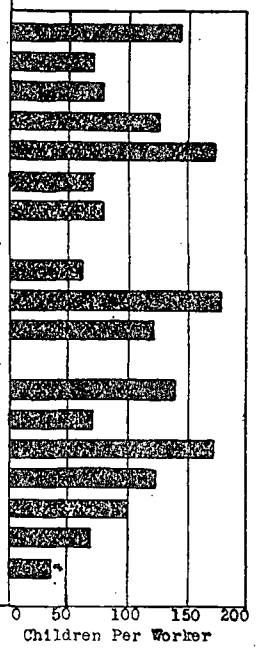
TABLE V

Number of children under care of child caring agencies; number of case workers and case work supervisors; and the ratio of the children to the workers, 1924

Rank Col. "E" A	City B	Chn. C	Workers D	Chn. Per Worker E
14	Buffalo	3,995	28	143
6	Rochester	1,822	26	70
7	Duluth	466	6	78
12	Toledo	1,002	8	125
16	Omaha	690	4	172
4	Kansas City	945	14	68
8	Dayton	885	11	80
	Milwaukee	1,935	Not Reported	
2	Cleveland	4,865	80	61
17	St. Paul	1,246	7	178
10	Akron	483	4	121
	Chicago	7,950	Not Reported	
13	Grand Rapids	418	3	139
5	Detroit	3,190	46	69
15	Canton	171	1	171
11	Minneapolis	3,289	27	122
9	Indianapolis	904	9	100
3	Wilkes Barre	269	4	67
1	Des Moines	169	5	34



not rank in the same order (see column A) as in the table giving number of children because some cities spend more per child.

The proportion of subsidy or unearned income which is met from taxes endowment and contributions is shown in table 7. The wide difference in practice demonstrated by this table emphasizes the great problem of the division of responsibility between the public and private agencies. This is one of the major problems facing any community planning group.

In conclusion it should be repeated that all the available facts have been sought without any preconceived notion as to what they should show. These facts are offered to the cities studied to be interpreted with full allowance for local conditions.

To social workers generally, and to those interested in community organization in particular, these facts should indicate the need for more generally accepted measuring sticks and for a wider use of those we have, so that we may each see the relationship of our own work to the community as a whole, and so that we may some day be able to study trends and to base future plans on the established facts of past experience.

RAYMOND CLAPP

TABLE VI

Total unearned and earned income divided by the population, 1924 (unearned income includes taxes, endowment, and contributions)

Rank Col. "E" A	City B	Current Income: Unearned C	Earned D	Total E
1	Buffalo	$1.53	$ .22	$1.75
2	Rochester	1.44	.15	1.59
9	Duluth	.46	.31	.77
3	Toledo	.86	.22	1.08
5	Omaha	.72	.19	.91
6	Kansas City	.70	.14	.84
10	Dayton	.64	.08	.72
7	Milwaukee	.62	.20	.82
4	Cleveland	.86	.09	.95
15	St. Paul	.39	.24	.63
11	Akron	.65	.05	.70
12	Chicago	.53	.16	.69
13	Grand Rapids	.52	.14	.66
8	Detroit	.63	.15	.78
18	Canton	.23	.06	.29
13	Minneapolis	.53	.16	.69
16	Indianapolis	.45	.08	.53
19	Wilkes Barre	.23	.03	.26
17	Des Moines	.40	.04	.44

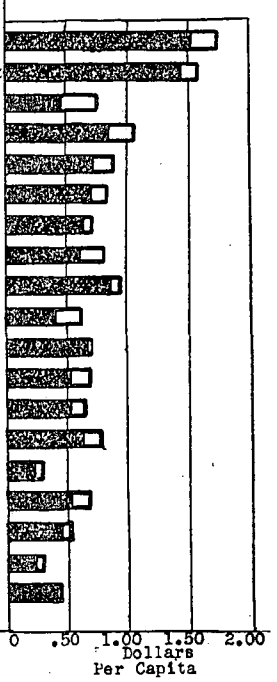
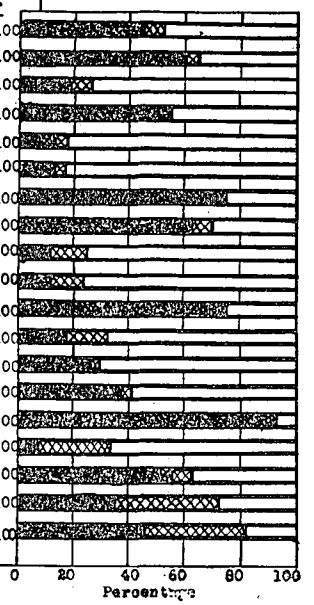


TABLE VII

Percentage income received from taxes, endowment, and contributions

Col. "G" A	City B	Percentage Income: Taxes C	Endowment D	Contri. E	Total Unearned F
8	Buffalo	45.8	6.6	47.6	100
5	Rochester	60.7	4.6	34.7	100
14	Duluth	18.5	7.8	73.7	100
7	Toledo	54.8	.2	45.0	100
15	Omaha	12.9	5.1	82.0	100
16	Kansas City	12.6	4.3	83.1	100
3	Dayton	74.8	.1	25.1	100
4	Milwaukee	62.4	8.0	29.6	100
18	Cleveland	10.8	14.1	75.1	100
17	St. Paul	11.8	12.1	76.1	100
2	Akron	75.0	-	25.0	100
13	Chicago	17.1	15.6	67.3	100
12	Grand Rapids	25.9	3.8	70.3	100
10	Detroit	37.5	3.5	59.0	100
1	Canton	91.5	-	8.5	100
19	Minneapolis	6.9	26.9	66.2	100
8	Indianapolis	55.4	7.3	37.3	100
11	Wilkes Barre	65.3	37.0	27.7	100
9	Des Moines	45.8	36.1	18.1	100



During the next few months The Survey expects to publish summaries by Mr. Clapp of the data on material relief and on the care of the aged obtained in the study of social work in a group of cities under the direction of the American Association for Community Organization. Discussion of this material, or other suggestions for fact finding and the formulation of policies and studies in the general field of "social measuring sticks" will be welcomed, and will be published insofar as space permits. The establishment of a central clearing house for projects of this kind is described on p. 236 of this issue.

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The Status of Social Insurance

WHEN the social insurance movement began in this country in 1911, the strongest argument its advocates could advance was the precedents of Europe. We naturally looked to the old civilization of Europe for cultural and social standards. It was only in 1916 and 1917 that the terrible danger of following European, and particularly Teutonic, standards became apparent! What only five years earlier had been an important demonstration of valuable results efficiently achieved, was used against us with deadly force after our entrance into the World War. Whatever came from central Europe, by this very token, could only be pernicious. But gradually the force of this argument is wearing away, though perhaps not as fast as we might have expected.

Seven years after the conclusion of the war we may again turn our eyes eastward to see what is happening in Europe and throughout the world at large.

In Europe

In 1913, when my book on social insurance appeared, it was possible to summarize the development, up to that time, in a very few words.

1. Accident compensation throughout Europe and in a large part of the British Empire.
2. Compulsory sickness insurance in about half of Europe (seven countries, mainly Germanic—Germany, Austria, Hungary, Norway, Great Britain, Serbia, Russia) and voluntary subsidized sickness insurance in five countries (mainly Latin—France, Belgium, Denmark, Sweden, Switzerland).
3. Compulsory old age insurance in Germany and France, voluntary systems of old age insurance in four countries (mainly Latin—Italy, Belgium, Spain, Serbia) and old age pensions in six countries (largely Nordic—Denmark, Iceland, Great Britain, Australia, New Zealand, France).
4. Beginnings of unemployment insurance in many large European cities, and the first compulsory unemployment insurance system just established in Great Britain.
5. The first beginnings of a system of widows' and orphans' insurance in Germany.

The aftermath of the war in Europe, distressing as were its results in the economic field, did not result in a reaction against social legislation: the very acute economic distress made such legislation imperative. Much as Europe has suffered from reaction, as shown by some return of the monarchic principle and the development of dictatorships, in the field of social insurance at least there has been substantial progress. The flood of social insurance legislation during the last five years throughout the world—outside of the United States—is a phenomenon not to be easily disregarded.

Accident compensation was provided almost universally before the war. The new states carved out of central and eastern Europe either continued the older legislation in force, or substituted more generous acts. Nearly twenty compensation acts have been passed during the last ten years, outside of the United States. These cover some states in Canada and Australia, and most of the countries in South America. China and India passed compensation laws in 1923.

In other fields social insurance development has been much more startling. Only seven countries had health insurance laws on the eve of the great war, but in five or six years seven more have been added to the list. (Bulgaria, 1918; Portugal, 1919; Poland, Switzerland, 1920; Greece, Japan, 1922; Chile, 1924.) Compulsary old age insurance was for many years considered a purely Teutonic invention (with the only exception of France in 1910). But during the last three or four years nine European countries, (Spain, Portugal, 1919; Greece, Serbia, Russia, 1922; Italy, 1923; Belgium, Bulgaria, Czecho Slovakia, 1924) as well as Argentine and Chile, have followed with comprehensive systems of compulsory old age pensions, while Uruguay, in 1919, and Norway, in 1923, have adopted old age pension systems.

A guaranteed income to widows and orphans was only a hope fifteen years ago while Germany had been making its first experiments in the field. But in the short five years, 1919—1924, Portugal, Russia, Serbia, Bulgaria, and Argentine have been added to the list of those with widows' insurance laws, while some of the Canadian provinces have fallen in line with the United States in establishing gratuitous systems of widows' pensions.

But perhaps the most striking development has taken place in the field of unemployment insurance. In 1910 compulsory unemployment insurance was considered an absurdity even by many experts in the field; in 1911 only a dangerous experiment, entered into by Great Britain under the radical leadership of Lloyd George. Now seven countries have such compulsory systems (Austria, Germany, Great Britain, Iceland, Italy, Poland, Russia), while Belgium, Czecho Slovakia, Denmark, Finland, France, Netherlands, Norway, and Spain have established comprehensive, though voluntary systems. All this in less than five years. At least in Europe and to a very large extent in South America, as well as in Asia, after the mad years of war, there has been a definite and productive revival of social insurance.

In the United States

What is the corresponding record for the United States? Colloquially speaking, "Not so good." A splendid beginning was made in accident compensation in 1911. An avalanche of ten acts in that one year, with similar progress every second year, when most state legislatures meet, brought the total number of states with compensation acts by the end of 1917, to forty-one. That no new compensation laws have been passed during the past few years is of course largely due to the fact that most states have them already. Yet it is no insignificant matter that four states, and particularly the Federal District of Columbia have as yet failed to fall in line, and that the United States government has as yet not seen its way to protect the large shipping industry, as well as the other trades falling within the admiralty jurisdiction, such as longshoremen and repairmen.

The health insurance movement, which began with such éclat in 1916, suddenly collapsed. The very term, "social insurance," for a time became discredited. Even the academic interest in the subject almost disappeared. Take, for instance, that thorough encyclopedia of information on all labor matters, the Monthly Labor Review, published by the United States Bureau of Labor Statistics. I find in 1917 fifty-six articles dealing with various aspects of social insurance in the United States; only twenty-seven such articles in 1919; and only one in 1921. However, there is a slight revival, and in 1924 I find eight articles, dealing with unemployment and old age pensions.

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Another quaint illustration of the fluctuating interest in problems of social insurance is furnished by the list of doctoral dissertations in our higher institutions of learning. Topics selected from this field began to appear only in 1912. As many as six or seven are listed in 1915. They disappear entirely in 1920.

Academic students, to be sure, are not always particularly sensitive receivers of the fluctuating waves of public interest. They are not quite as well attuned to those sounds as legislators. Repeated government investigations indicate that while the phrase "health insurance" may have gotten into discredit for some time to come, the underlying conditions, still there, are forcing repeated re-examinations and re-investigations.

During the years 1916-1919 California, Connecticut, Illinois, Massachusetts, New Jersey, Ohio, Pennsylvania, and Wisconsin have created commissions; their reports were published between 1917-1920. It is perhaps not to our credit that of our economists no one has summed up these eight reports in a single study of the problem of health insurance in this country. The facts as to the incidents of illness, as to the cost of resulting disability, as to the medical and hospital aid required, and particularly as to the effects of disease upon poverty and destitution: these facts are still with us and they have not changed much during the last five years.

Perhaps some optimism may be justified by a glance into what is happening in the field of old age insurance. Here, too, we find eight states with official investigations: Connecticut, Massachusetts, Ohio, Nevada, Pennsylvania, Wisconsin, Montana, and Indiana. The significant fact is that these commissions began only in 1917-1918. The latest have reported only a few months ago, and some are still continuing their investigations. Perhaps the old war horses in the field of social insurance did make a serious psychological error in assuming, ten years ago, that the problem of illness would appeal more to the imagination of the masses than the problem of old age.

Old Age Pensions in Massachusetts

The experience of the state of Massachusetts is, I believe, an eloquent illustration. As far back as 1903, old age pension bills have been presented to the legislature. The first commission, created in 1907, reported in 1910 that no considerable distress existed among the aged, and that there were serious difficulties in the way of establishing either old age pensions or old age insurance in any one state. It recommended the teaching of thrift in schools and the encouragement of purely individual provision for old age.

This matter seemed to have been disposed of for some time. But another commission had to be created in 1917; this too reported adversely. A special study was made by the Labor Bureau in 1915; and again in 1916, in the heyday of the social insurance movement, a fourth commission was appointed to consider the problem. As is somewhat typical of Massachusetts commissions, there were five reports to express the views of nine members. Three reported in favor of old age pensions, three in favor of a contributory system of insurance, while the remaining three added a variety of opinions.

Had the matter been settled? It had not. And so in 1923 another commission was created, whose comprehensive report has reached me only a few days ago. (See The Survey, Feb. 15, 1926, p. 554.) This time we find the majority of three out of five definitely reporting in favor of old age pensions. The minority, (consisting of two such influential persons as Professor Allen A. Young, of Harvard, and Frank H. Hardison, the venerable ex-commissioner of insurance) after a very interesting discussion of the problem from an academic point of view, and emphasizing the comparative advantages of contributory insurance as against old age pensions, concludes by rejecting all proposals on a basis of reasoning differing but little from that of the report of 1910. Perhaps that is what one might expect from cautious Massachusetts. But meanwhile, within the last five years, state commissions in Wisconsin, Ohio, Pennsylvania, Nevada, Indiana, and Montana have made investigations and recommended pension legislation. Finally, there have already been some official investigations of unemployment insurance in Massachusetts and Wisconsin.

The Current Trend

There have been some recent legislative results which must not be disregarded. Even in compensation it is encouraging to find considerable legislative activity in amending older inadequate acts. Every alternate year from thirty to thirty-five states passed such amendatory legislation. Mothers' assistance legislation, though somewhat on the outskirts of the social insurance movement, is nevertheless significant as a governmental effort to deal with a kindred problem, and this legislation had considerable development during the last ten years, both in the passage of new acts, as well as in making its appropriations more generous. In most states, however, it still falls short of the existing needs.

The recent legislative activity in connection with old age pensions must be mentioned. The practical importance of the laws of Montana, Nevada, and Pennsylvania is of course very slight. The fate of the Pennsylvania Act in the courts is distressing. But the symptomatic importance of these acts is great. It indicates that after all it is not impossible to obtain legislative results when an economic basis for the desired reform exists or an organized effort is made.

A somewhat discouraging aspect of the situation is the comparative inertia of the profession of social work with regard to the legislative movement, as compared with the very substantial support compensation was receiving from social workers in 1911, and health insurance in 1916.

But while professors or Ph. D.'s may write books or fail to write them, while official commissions, with the help of academicians, make investigations and publish reports either favorable or adverse, economic life does not stand still. The groping efforts of American employers and employes to meet these problems, sometimes together, sometimes separately, are of even greater importance. I do not believe that the mass problems will be adequately met in this way, but they furnish conclusive evidence that the problems themselves will not be solved by mere disregard of conditions.

In the January number of the Monthly Labor Review one may find a list of 200 large corporations in the field of railroading, banking, industry, and commerce, which have already provided systems of old age insurance or pensions for their employes. Abraham Epstein, of the Pennsylvania Old Age Pensions Commission, informs me that the list is far from being complete, and that his commission is in possession of a much larger list. While no data are given as to the number of persons protected, the list justifies

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a guess that perhaps over a million to two million workmen are included, and the significant thing is that more and more there are systems of contributory insurance rather than gratuitous pensions.

Again, though the stiffest opposition to health insurance came from insurance companies, both casualty and life, it is these very insurance companies that have profited most by the propaganda which made health insurance popular. Group health insurance of workmen is now covering probably hundreds of thousands, and perhaps millions, of wage workers, though ten years ago it was these very companies who were arguing that health insurance was unnecessary, that it would stimulate malingering and destroy the American spirit of independence. It was the compulsory, contributing principles particularly that were thought of as being un-American, Teutonic, and almost treasonable, but modern group health insurance usually exacts contributions from the employes and is compulsory under the employment contract.

In many cases the economic and health results of this form of group insurance have been excellent. It is not my intention at this time to criticize insurance companies for their attitude ten years ago in a matter of such vital interest to them, but that does not close my eyes to the inconsistency of their attitude in 1916, and their practice in 1926, an inconsistency of which I believe they are cognizant.

Perhaps the most interesting and startling announcement is that made by one insurance company that is planning to go into the field of unemployment insurance. Insurance against unemployment through commercial channels, on a purely voluntary basis, I believe, has had no precedent, either in Europe or in America. This readiness to make an experiment in this most difficult field is revolutionary. For only fifteen years ago, when the British experiment was made, even social insurance enthusiasts were shaking their heads in wonder whether it could be successful.

Enthusiastic supporters of the Nordic theory of anthropology might be asked to notice the contribution made by Jewish labor organizations and Jewish employers, together, in bettering the relations of capital and labor through the organization of contributory, compulsory unemployment insurance systems in Cleveland, Chicago, Cincinnati, Rochester, and New York, in men's clothing, women's garments, furs, hats, caps, and other industries. The systems of insurance thus far established are primitive and crude. They are far from offering a solution of the problem of unemployment. Their organization in highly seasonal trades creates many technical difficulties. But the significant fact remains: what has been done can be done again; neither industry nor labor collapses under the burden of the cost; the technical difficulties have not been overwhelming. Whatever the actual value of the particular schemes, their advertising value for the movement toward unemployment insurance is very great.

In the United States there is at this moment no very active movement for social insurance, though one may find a few symptoms of the beginning of a recovery from reaction, a reaction which came suddenly after a striking and promising development just about a decade ago, a reaction which has lasted longer than most of us had reason to expect.

I. M. RUBINOW

(On page 233 of this issue Mr. Rubinow discusses some of the tendencies behind this reaction.)

Cook County Comes to Order

THE Cook County Board of Commissioners has established a new Bureau of Public Welfare. The bureau is new but its work is not, and much of the machinery by which it has been carried on in the past is creaking with age and tottering for lack of sustaining props. The bureau is designed to pull together a dismembered body of county social work, making it a living whole, able to meet the present-day demands of a community of three million people.

Chicago's county first received its legal mandate from the state legislature to do social work in 1874. That early law laid down the premise that support and care of those deficient economically, physically and mentally should come from those in direct line of kinship; and that in case such support is not sufficient the county shall provide institutional relief or temporary assistance in the home of the unfortunate. It further indicated the legal procedure to compel those of ability to support their dependent kin, and empowered counties to build almshouses and hospitals and to distribute rations to the suffering poor. It assigned this task to county supervisors and boards of commissioners.

This Illinois Pauper Act of fifty years ago traced a dim and broken outline of a social work program for the counties of this state; subsequent legislation relating to juvenile and adult delinquency, the treatment of the mentally defective, and the care of the physically diseased has produced a progressive county social program. At the same time the county has lagged miserably in modernizing social work for its adult dependents. Moreover, the frequent turnover in county officialdom has made for an interrupted and irregular growth in programs of service. So it is not strange that in matters of County Board responsibility, particularly in the field of social welfare, legislative action and administrative organization should lag and even stagnate. Into an eddied and sluggish current of social welfare whose headwaters lie a half century in the past, Anton J. Cermak, president of the Cook County Board of Commissioners, thrust a swishing oar of progress when he caused a bill—which became law—to be introduced into the recent state legislature, providing for a Bureau of Public Welfare for Cook County to replace and modernize this hodgepodge of restricted and separately developed social service functions.

The county has made here and there during the last fifty years, heroic efforts to resolve the entanglements which resulted when village methods were applied to welfare obligations of the second community in the land. In one year the neglect of relatives to support their dependent kinsmen, the adoption of children and the adjustment of family difficulties involved the County Court in more than ten thousand cases for whose satisfactory consideration social work of the highest type is essential. Families making demands upon the county for material relief number more than seven thousand annually; doles amounting to $222,295 are granted them. The county is charged with the responsibility for the medical care and treatment of 40,000 persons admitted annually to the County Hospital, many of whom reflect by their hospitalization grave social problems in need of attention; of these, 6,000 call for social consideration. The annual detention of 5,500 patients in the County Psychopathic Hospital awaiting court consideration as to institutional commitment require the consideration of social

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workers. The admission of 5,000 persons for care at the county alms house each year implies a process of social investigation, diagnosis and planning as a fore-runner of this institutional treatment.

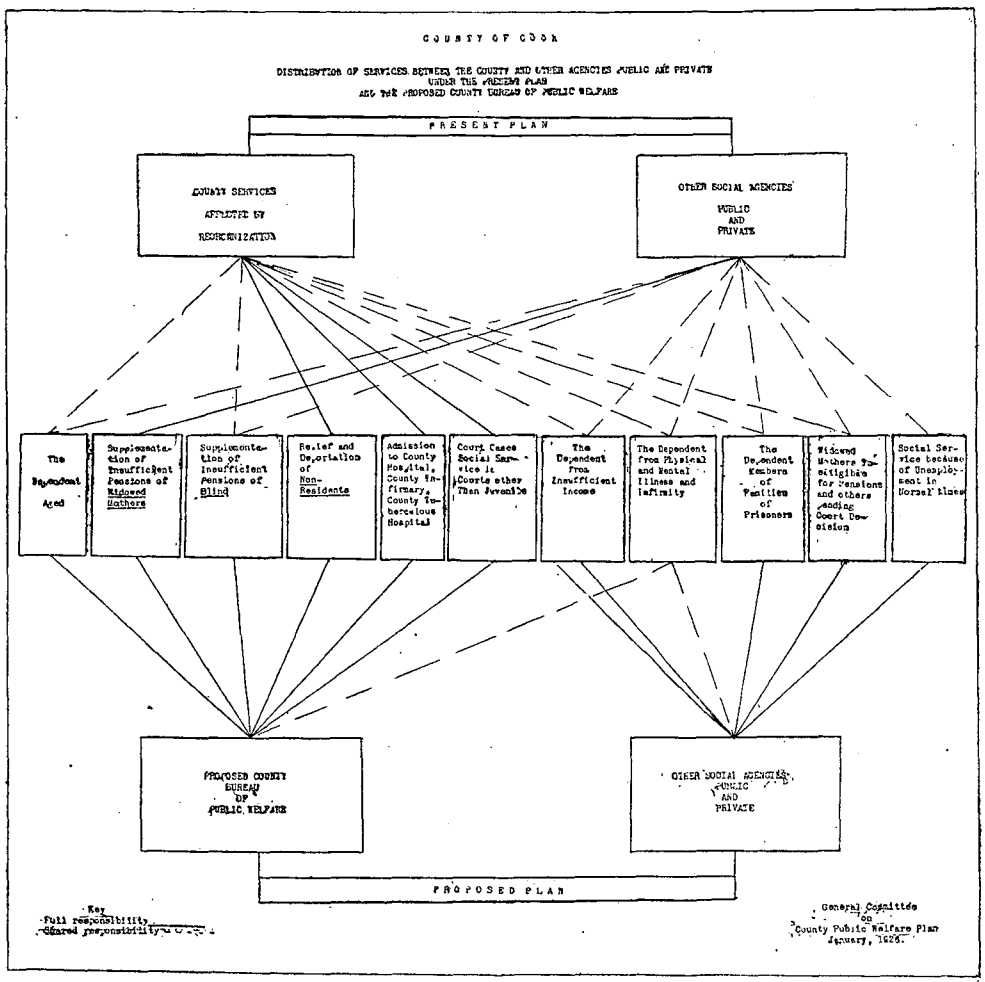
With the exception of outdoor relief, all these social services have been developed within the last decade. They have been projected without a centralized administration and largely without correlation; their standards are without uniformity. With the exception of the hospital social workers and one executive, the personnel performing these services are included within the provisions of the civil service. Yet of the 58 social work positions under the civil service, including executives, sub-executives and social investigators, only 37 are certified civil service appointees, while 21 are on temporary appointment. Two are college graduates, 7 possess some college training, 4 are high school graduates, 12 have an eighth grade education, while 15 have less than an eighth grade training. Twelve have been in the service from five to ten years and 40 for more than ten years.

The new bureau will consolidate these social services. The plan of consolidation calls for a departmentalized bureau of three service divisions, designed to perform all social work falling within the obligation of the county as prescribed under the law. Standards for the processes of work are set up in accordance with the most advanced social case work methods. Likewise, all the positions within the bureau will be filled by the civil service in accordance with established qualifications as to education, training, experience and knowledge of the special subject matter of the position. The selection of applicants will be safeguarded by the appointment of special examiners under the County Civil Service Commission. The new position of director of the bureau will be filled at once by examination. The director, when appointed, will proceed to reorganize the services under the bureau. With the assistance of an advisory committee of qualified persons already appointed by resolution of the County Board, the director shall reassign in the bureau the present social service personnel who are certified civil service appointees and whose positions are comparable to those newly established. It appears that approximately one-half the positions in the old service are filled by such persons, making it necessary to select a substantial group of social workers to occupy important positions under the reorganized bureau.

The new policy for the bureau is to centralize all social investigations; to accept responsibility for the complete care and treatment of those families and individuals as agreed upon with other public and private social agencies; and to replace the old system of giving doles of material rations (distributed as called for by the family, from provision storehouses) by a system of family rehabilitation through adequate case work methods in which the supplying of material necessities is only one of many items of service included in a complete plan for the family.

The law creating the bureau liberalizes the county's social work. It removes the stated and implied restrictions of the old Pauper Act so that a more satisfactory sharing of work with other agencies may result. It is now legally possible for the bureau to assume the responsibilities of adequate service to the poor, limited or extended only by the financial restrictions of the county's tax budget and the vision of the Board of County Commissioners.

WILFRED S. REYNOLDS


COUNTY OF COOK
DISTRIBUTION OF SERVICES BETWEEN THE COUNTY AND OTHER AGENCIES PUBLIC AND PRIVATE
UNDER THE PRESENT PLAN
AND THE PROPOSED COUNTY BUREAU OF PUBLIC WELFARE
PRESENT PLAN
COUNTY SERVICES
AFFECTED BY
REORGANIZATION
OTHER SOCIAL AGENCIES
PUBLIC
AND
PRIVATE
The Dependent Aged
Supplementation of Insufficient Pensions of Widowed Mothers
Supplementation of Insufficient Pensions of Blind
Relief and Deportation of Non-Residents
Admission to County Hospital, County Infirmary, County Tuberculous Hospital
Court Cases Social Service in Courts other Than Juvenile
The Dependent from Insufficient Income
The Dependent from Physical and Mental Illness and Infirmity
The Dependent Members of Families of Prisoners
Widowed Mothers Ineligible for Pensions and others pending Court Decision
Social Service because of Unemployment in Normal times
PROPOSED COUNTY BUREAU OF PUBLIC WELFARE
OTHER SOCIAL AGENCIES PUBLIC AND PRIVATE
PROPOSED PLAN
Key
Full responsibility
Shared responsibility
General Committee on County Public Welfare Plan
January, 1926.

WHEN TIMES are good the Denver county jail is relatively empty; when business depression comes, it fills up. This and other interesting correlations of business and social conditions, worked out by the School of Commerce, Accounts, and Finance of the University of Denver are published in a recent issue of the University of Denver Business Review. The marriage rate also showed a marked correlation with economic conditions; the birthrate did not. Over the period studied, 1909-1925, deaths from alcoholism showed a downward trend, homicides an upward. Deaths from tuberculosis were most frequent between the ages of twenty-five and thirty and more common among men than among women. During seventeen years 74 per cent of the cases of suicide were men. "Similarity of movement between curves of social conditions and the cost of living is evident."

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HEALTH

The Nurse as Citizen

NO longer can we discharge our responsibility to society with the old adage, "God made him, let him pass for a man." Today, we are informed, we must measure the influence of inheritance or environment upon this citizen, for society and nature are involved in his creation. The revelations of science, so rapid, so complex, and in such a multiplicity of directions, produce confusion when one attempts to deal with subjects that, before the scientific era, could be dealt with with more assurance as to the facts in the case than is possible today. To acquire a scientific viewpoint in any degree is to consider and weigh social customs, community enterprises, or personal habits that formerly would have passed unnoticed or been accepted as natural and meritable expressions of the everyday life.

However subtle and elusive be the play of mental complexes; however varied the physical conditions, the discerning and analytical eye of science is daily, almost hourly, unraveling these mysteries, and on the threshold, eagerly awaiting her revealings, should stand those to whom are entrusted the children of the race.

It is not strange, therefore, that even as her master, medicine, or her counselor, education, have already come, so nursing is now coming into her new heritage, the science of nursing. And whereas she formerly leaned for support and direction on the art of healing, she is now also for these greater ends penetrating the laboratories of research, asking of those concerned with science for science's sake, for medicine's sake or for agriculture's sake, the release of their findings for her use in her intimate service to man.

"One must be able to think," says a writer in the Journal of the National Education Association, "of the 750,000 teachers of America, half of them untrained and most of them temporarily in their respective positions and changing from one position to another very frequently. One must also vision the 20,000,000 children of America and what it would mean to them to have a stable profession working in the class-rooms of the land, well trained for their responsible positions, manned and recruited from the best and ablest youth."

So too those who have assumed any responsibility in the field of health might consider what it would mean to this country and many other countries if the 140,000 trained nurses, and the 150,000 partially or slightly trained nurses were equipped with a comprehensive professional preparation based on a broad and sound general education. Increasingly it would mean, first, a development under able teachers of their own bodies and minds, and secondly, a professional preparation that made them intensely aware of the vast and rapidly increasing body of knowledge relating to human development and that provided then, through this knowledge, the best available tools for their own practice.

And what would this mean to the 2,000,000 babies that yearly arrive on this continent? Consistent expressions of the past, immediately and plastically responsive to the present, potential creators of the future, these new comers demand, and an intelligent society should seek to provide, those influences from birth to adolescence which have been shown to insure the best results. Whatever the conception of the nurse of the past, or of those responsible for her preparation of her social responsibility, an enlarging social vision today not only offers vast and unexplored opportunities for constructive and creative effort, but increasingly insists that she function to these ends.

With the quite phenomenal and almost world wide development of health programs calling for an army of workers which finds its counterpart only in a project such as the late World War, and with the nurse as its numerically strongest group, the case of the child would seem to call for no argument.

But the ideas that still prevail as to the preparation and the function of the nurse whose part in any specified health project is universally conceded are as difficult to change as the old methods of settlement by shot and shell rather than arbitration. The vast amount of literature now issued on health would be not less amazing to the founder of modern nursing, Florence Nightingale, than the failure to prepare any and every nurse to serve in a field she so clearly visioned as preeminently hers.

IF the complete mobilization of the nursing resources of the country could be encompassed for the service of preventive medicine, resources which brought into the War Service in 1917-1919 22,000 trained women, one might predicate as remarkable an influence upon the community health as the introduction, barely half a century ago, of the service of the student nurse into the hospital.

Designed for the pauper class and for the emergencies of war or plague, and so held for centuries, hospitals—oft-times hot beds of infection—have come within this brief period to serve with safety and more than a fair measure of satisfaction all classes of society. Nor has the introduction of remuneration for service lowered its efficiency. On the contrary. And the hospital now awaits for its highest achievement the day when an appreciation of its economic value to the community ensures its conduct—in the matter of selection, numbers, emolument, stability and the physical protection of its staff—on a basis that will compare favorably with the most socially efficient industrial or business concerns. This will mean that the ratio of graduate staff to students will be more nearly in accord with the ratio (six to one) in the visiting nursing organizations, engineering projects and business concerns that provide the practice field for students of these subjects; whereas at present the reverse is the case. Such a change would mark a new era of hospital service to the community both in its greater satisfaction to the sick and in its increased value as a teaching field. Probably only some form of health insurance would

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make this possible, but undoubtedly health insurance could.

The question may arise as to what is retarding this development, which to some seems obviously desirable. One very definite factor in the case is that nursing found its birth as an emotional expression of the religious impulse, the keynote of which was a service rendered for heavenly rather than earthly reward. This unquestionably brought a very high attitude of mind toward the service to be rendered, and one which we will hope will never be lost. But in the evolution of science and education that impulse alone does not provide the type of service which is now required. The hospitals, however, coming also into existence through the religious impulses as charitable organizations, have come to depend for their nursing service, and for their medical service indeed, on an unpaid personnel, as expressed in the student body—a combination, in short, of the apprenticeship system of education springing from the guilds, and the religious orders.

But even as the apprenticeship system has passed out, or is finding a new form of expression, so must the service within the hospital, so far as it combines both these elements, find a new form of expression. The student must understand that because of the very importance—sacredness, if you will—of the responsibilities she is assuming, she must give her time and strength and money to a serious form of preparation, certainly not a less serious form of preparation than she would undertake for a business enterprise. On the other hand, the institutions for the sick must realize that in order that the student of nursing shall be free to obtain through the preparatory years a proper content of education, a responsibility must be assumed for payment of nursing service, such payment to be applied in such measure as is advisable to the program of nursing education, because one of the important assets of the former system was the close relation of the student to the practical field, and that must never be lost.

THE nursing profession has every reason for unfailing courage and undaunted effort. Not only does every year bring recruits in increasing numbers, but these recruits, however far they still may be from uniformly presenting the sound educational background and the professional preparation their calling and opportunities justify, bring a better technique, a more comprehensive experience, and a broader social vision to their tasks.

But even more significant is the ever increasing number of qualified nursing teachers in the schools from which these recruits come. In 1900 there was not in this or any other country any course for the preparation of administrators and teachers in schools of nursing. Today it may be said without exaggeration that all over the world may be found the graduates of the Department of Nursing Education of Teachers College, Columbia University, prepared to direct and develop the many branches which now exist in the fields of nursing—institutional, public health, or private duty. A body of literature is rapidly being created, continually strengthened and deepened in value by the closer relationship of the authors to science and education.

A fact that perhaps has not been brought sufficiently to the attention of the public, but that has a distinct bearing upon the type of student entering the field, is the increasing insistence on college graduation as a minimum educational preparation for occupations not heretofore classified as professions. The pressure for the continuance of the education of the boy and girl throughout the high school period comes not entirely or even mainly from those interested in education, but must be directly attributed to business. The department stores, for instance, are finding this preparation necessary for the maturity of experience that will make for an effective sales personnel.

To those who are in touch with the extraordinary developments in the field of science as related to the study and direction of man, whether functioning physically or psychically, it seems a tragedy indeed not to insure that the worker whose service is so universal and so important shall have a general and professional education and preparation which will fit her to interpret to the community, in simple, understandable terms, the findings of science that make for the betterment of the daily personal life.

In the reconstruction of educational methods will be found an ever closer relationship between liberal and vocational education; there are those who dare add that the day is not far distant when every task except those accomplished by the aid of machinery shall be interpreted by the discerning eye of science and beautified by the creative hand of art.

Is there no lesson to learn from the extraordinary developments in the field of agriculture? Have we not constant illustrations there of the ways and means whereby a miracle of creative evolution not only can be achieved but can be released for the use or pleasure of the common man? Consider, for instance, the case of the dahlia—that compact, stiff, to some ugly, to all unchanging and, until recently, unchangeable type of blossom—and behold! through a series of processes a dahlia of amazing loveliness and grace is produced, the archetype, as it were, of the new genus of the dahlia family that today blossoms as abundantly as did its coarser ancestor, not only through culture by the wealthy, but in the humbler gardens of the poor.

The French have defined their program for the development of the child as puericulture. One wonders why the word homoculture has not emerged to define a wider field of human engineering, in view of the constantly enlarging conception of the art, science and industry of health.

We shall venture further and ask for a consideration of Florence Nightingale, not as the heroine of the Crimea, but as the archetype of a great social force—the modern nurse. In her creation heredity and environment met at their best while circumstance through leadership and example found full use for a creation so richly endowed. Abundantly reproduced in many countries today, varying in ability and preparation, the nurse functions most effectively when most true to type.

IF less dramatic than the demonstration in the hospitals of the Crimea that ushered in the trained nurse, the demonstrations that have made the public health nurse an outstanding figure in the health program have been not less convincing. The number in the field has not yet exceeded 15,000, if indeed it has reached that figure. The achievements reported are the result of the efforts of a small group of variously prepared nurses. It is not unreasonable, therefore, to ask what might be achieved through a universal assignment even for a short period of their professional practice of the 15,000 to 17,000 nurses who are graduated every year. I recall a statement of Chief Justice Brandeis some years ago to the effect that what we now needed was not federal legislation for the achievement of social reconstruction, but a first-hand dealing with the prob-

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lems in small communities. Professor Dewey recently stated that, "even in the city-state of Aristotle's time it was a problem how the gap between the limited capacity of the citizen and the complexity of his environment was to be breached. The answer of Aristotle that the communities must be kept simple and small is no longer possible of realization." That undoubtedly is true, but does not make impossible the division of any given area into sections of such size as may be conceived desirable, and the development within that area of a program through which the desired results may be obtained. Demonstrations to this end are increasingly the habit of the times. As an outstanding illustration of the possibilities through such a method might be cited the sanitation of the Panama Canal Zone by General Gorgas, which made possible the greatest engineering feat of the age.

I conceive that the community chest is one of the most important recent steps towards a community understanding and eventual covering of its health and social needs and for the following reasons:

First, the community chest demonstrates that a wide if not universal subscription, usually expressed in small sums, will provide a sum total far in excess of the amount obtained through a few large individual subscriptions.

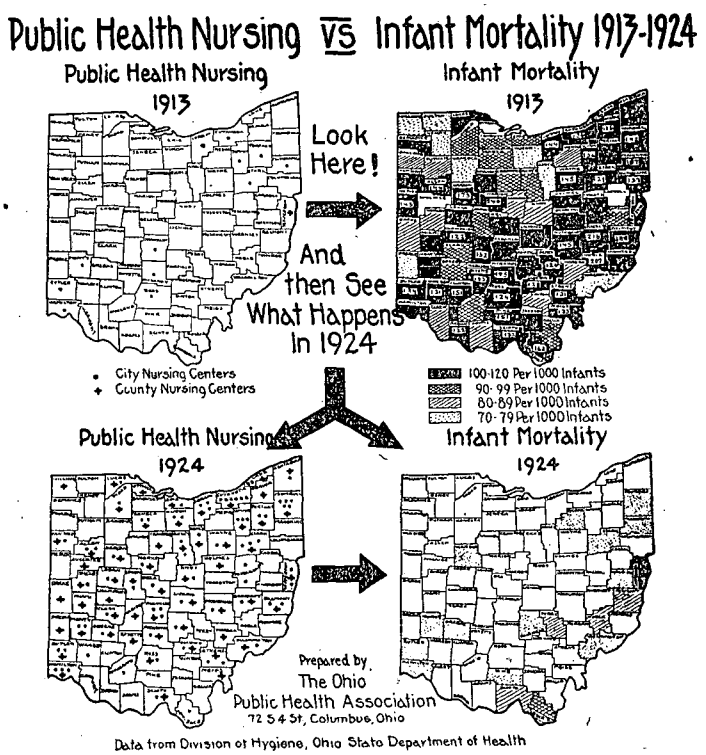
Second, it calls for a scheme of organization which must both centralize and decentralize effectively in order to achieve its desired ends.

Third, it demands a careful study of each activity to prevent overlapping, to insure a service which can be without fear of criticism presented as a need to the community. Usually this study and direction is assigned to the group of people most likely to bring to the problem an altruistic point of view.

Fourth, the obtaining of contributions from the community at large necessitates wide dissemination of information relating to the activities for which the money is being sought. The very preparation of the material for dissemination develops a critical sense, a comparison of economic values. For instance, the care of the sick in the hospital would seem of preeminent importance. But if a study of the sickness situation, whether physical or mental, reveals that a certain type of service in the home will appreciably lower the sickness requiring hospitalization, it is obvious that the community's funds should be most heavily applied to the preventive rather than the curative measure, but that neither should be wholly neglected.

IN every community where one finds the higher institutions of learning, such as a university, and such health activities and organizations as are now universally provided for given units of population, one sees at once the possibility of developing a coordinated scheme which might with the lowest possible cost and with the highest return in efficiency provide a community nursing service.

We have today an ever increasing body of health workers. I refer to the physicians, sanitarium technicians, dieticians, nutritionists, social service workers, dentists, dental hygienists, physical educators, therapists, and, lastly the great and ever increasing body of trained nurses whose relationship to the home is the most intimate and prolonged of all these groups. It would seem obvious that an intelligent cooperation between professional workers in any field of importance today would necessitate a familiarity of all with scientific concepts, methods, and terminology, but I am particularly keen to stress the far-reaching importance of the relation of the school of nursing to the higher institutions of learning, believing, since preventive measures in the home are of greater economic value than the care of sickness which should not exist, that money spent on the education of the nurse to function preventively as well as curatively will in the end be justified.



The penetration of nursing into the university, however, connotes even more than this.

The university demands, for continuance, the student mind; it brings the students together as one body, and teaches them a common language, whether it be that of science or of the cultural subjects. Even the academic gown provided for the elimination of social distinctions has had its influence in building up a tradition of an aristocracy of mental ability rather than financial or inherited prestige. It develops on the whole the most desirable attitude toward life—concerned not so much with economic advantage as with mental satisfactions, to obtain which we have constantly seen both students and teachers deprive themselves of luxuries, of food, or dress, or recreation, preferring these other assets as of a more satisfying nature.

Finally there is the influence which one might define as the creative impulse, a scientific curiosity motivated by a divine discontent in response to mankind's insistent urge to make all things work together for good.

R. H. Tawney, in The Acquisitive Society, a book that interestingly discusses the possibility of the elimination of the spirit of acquisition or competition through a process of education that will give to the industrial world the professional preparation and attitude, calls to our attention that,

The famous lines in which Picardo explains to Dante the order of Paradise are a description of a complex and multiform society which is united by overwhelming devotion to a common end. By that end all stations and all activities are valued. The parts derive their quality from their place in this system and are so permeated by the unity which they express that they themselves are glad to be forgotten, as the ribs of an arch carry the eye from the floor from which they spring to the vault in which they meet and interlace.

Surely there are no members of the community that so sorely need these values of the university as the group that

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is constantly thrown into intimate association with the tragic, the sordid and defective aspects of life, nor those that, through this association, can find greater inspiration to forward to its consummation man's imperishable dream.

ANNIE W. GOODRICH, R.N.

The Health Car

THE "health car" sent out by the Pennslvania State Department of Health in the summer of 1925 traveled through four counties, primarily for the purpose of examining children about to enter school in the autumn of this year and, in addition, as many infants and "runabouts" as possible.

Weeks of preparation in the counties preceded the car's activities and included the arrangement of the complete itinerary to fit the probable number of children in the allotted time. To accomplish this geography, roads, and popular interest were carefully considered—the first two very definite factors, and the last only to be gaged by past acquaintance and experience in the territory. An even distribution of the privileges was thus made possible. In addition, the understanding interest of the physicians was developed and local committees of lay helpers were organized. Publicity measures which would prepare the public mind for the car's invasion were also carefully planned.

It was fitted up in the more or less standardized fashion of a miniature health center, with all the equipment and appliances necessary for the complete physical examination of children, in sufficient quantity to enable a corps of four or five doctors to be supplied simultaneously with the necessary working material.

School houses and churches were used as centers. The members of the local committees who made the house-to-house canvass immediately preceding the work, acted as registrars, hostesses, and general managers at the time of the examinations. Four doctors, from two to four and occasionally five nurses, two dental hygienists, and a driver for the truck composed the itinerant staff.

THE original plan called for a smaller staff but was abandoned when it was found that every day was overcrowded. It was calculated that from twenty to twenty-five minutes would be required for each full examination and that two doctors could see from forty-five to fifty children per day. Four, and for a day or so at a time, five doctors were kept more than fully occupied from June 1 until August 31. Record attendances on single days reached from 120 to 135. Even inclement weather made but a slight difference in attendance. The longest time spent in any one place was three days in a town of 8,013. Half-days were occasionally used, but for the most part it was a town a day.

Preliminary to the entire undertaking full endorsement of the physicians of each county was sought.

The sole aim was to discover the physical condition of each examinee and to lay bare all defects in those who were not up to par. No medical advice or treatment of any sort were given by the car staff. Complete records of all findings were kept for each child on a history sheet specially designed for the purpose. The plan included a definite intention of securing the most complete follow-up possible. It was the expectation that the private practice of the doctors in each community would at once reflect the car's work; this has been so widely the case that the reports of corrections have gone far beyond expectations.

Within from ten days to two weeks after the histories were received in the office, a list was mailed to each local doctor containing the names of those children who were shown to have conditions needing treatment together with a record of the defects found. Duplicates of these lists were at the same time mailed to the public health nurse and to the volunteer workers who assisted in the follow-up visiting.

IN compiling the results, certain shortcomings in procedure at the beginning were diminished as we fell into better routine; gaps in the histories were less frequent, and while examinations were not necessarily more carefully done, fewer failures to jot down the findings made truer estimates possible.

The individual counties differed in special ways. The first county, Bedford, is almost wholly of American stock. Living conditions are comfortable and the breast feeding of babies was almost universal. Somerset, by contrast, is in the coal regions and has a large foreign population. The two northern counties, Potter and Tioga, have smaller populations, possessing both American and foreign stock.

The number of children in the "good" and "excellent" classes (see Graph I) was gratifying and unexpected, and, correspondingly, the small numbers in the "poor" and "fair" groups. Several deviations from the strictly "normal" were not reckoned as defects as they had not brought the child into an under-par condition. They were always referred for proper attention.

When weighing and measuring is done under such conditions and with a varying personnel, so that several personal equations enter in, the deviations are obviously too great to allow of very valuable deductions being made in fine points. The large number of overweight children is noteworthy, 1,333 or 30.6 per cent. A large majority of these were infants under one year of age. If the "zone" of normal weight for the early months had been used, doubtless the "normal" class would have been larger.

The large proportion of breastfed babies (82.2 per cent or 3,583 babies) in these counties was a surprise. It is probable that the state as a whole would hardly make so favorable a showing.

As to the other health habits, with some notable exceptions, there was a deplorable amount of poor regulation of rest and sleep hours in the two to six year group, and poor feeding habits. Very much neglected and very unclean children were the exception. Poor mental hygiene was almost universal. There was, however, a sprinkling of well-

CHILDREN EXAMINED BY COUNTIES AND BY AGES

Counties	*Bedford*	*Somerset*	*Potter*	*Tioga*	*Totals*	*Percentages*
Population	38,277	88,782	21,089	37,118	185,266	
No. of Children Examined:	1,172=100 %	2,139=100 %	490=100 %	560=100 %	4,361	100
Under 1 yr.	138= 11.1%	289= 13.5%	63= 12.9%	81= 14.5%	571	13.
1 to 2 yrs.	165= 14.1%	254= 11.8%	67= 13.0%	81= 14.5%	567	13.
2 to 6 yrs.	634= 54.1%	1,200= 56.5%	304= 62.0%	299= 53.4%	2,437	55.8
Over 6 yrs.	235= 20.1%	386= 18.0%	56= 11.4%	99= 17.7%	779	18.
Not Classified	0	10= .0%	0	0	10	.2

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PERCENTAGE OF DENTAL CARIES

Counties	Bedford	Somerset	Potter	Tioga	Totals	Percentages
No. of Children Examined:	1,172	2,139	490	560	4,361	
Dental Hygiene:						
Cleanings	596=100 %	1,082=100 %	256=100 %	280=100 %	2,214	100
Children without cavities	159= 26.7%	210= 19.4%	71= 27.7%	57= 20.3%	496	22.4
Children with cavities	437= 73.3%	872= 80.6%	185= 72.3%	223= 79.7%	1,717	77.5
No. cavities found	3,239	6,711	1,344	1,582	12,876	
Average cavities per child	7.41	7.7	7.3	7.1	7.6	

informed and ambitious mothers who knew of some of the newer methods of child management and a large number of helpful pamphlets were given to mothers who manifested an interest and intelligence that would warrant the hope that mental hygiene leaflets would be read and understood.

Neck gland findings of whatever sort were all grouped together and included the anterior and posterior cervical chains, submaxillary, subtonsiller, and sublingual, and findings varied from the slightly palpable to distinct and emphatic enlargements; 28.2 per cent or 1,230 children had enlarged glands. In observing and recording tonsils, notation was usually made as to size and whether diseased or not, but it was impossible to make any division of value in summarizing results. Every variety of faulty tonsil was seen, small and diseased, large and either diseased or not, ragged, red, cryptic, etc. In 33 per cent of the children, or 1,438, the defect was noted. These notations were variously and inexactly applied so that classification was practically impossible. It may be well to reiterate that our work was primarily to discover that a defect existed and not necessarily to make an exact diagnosis which would have required additional time on the part of the physicians, and while scientifically valuable for the individual, meant nothing additional in the way of service to the child.

All four counties showed a surprising number of enlarged thyroid glands (574), and the number of such glands found in infants and pre-school children is sufficient to call attention to the advisability of initiating active prevention measures at a much earlier age, in Pennsylvania at least, than had been previously recognized.

The number of children with cardiac defects was not large (3 per cent or 137). This figure includes everything, from serious lesions to simple tachycardia, possibly due to temporary excitement at the time of the examination. A large proportion of the cases was set down as "juvenile arrhythmia."

The findings of the dental hygienists furnish some of our most exact data, as each mouth cleaned was charted, showing the number of cavities found and their precise location. Of the 2,214 mouths cleaned, 496 were without cavities. The remaining 1,717 mouths showed an aggregate of 12,876 cavities. There were a few children showing such extensive caries that the teeth were almost gone and it was, therefore, impossible to enumerate the cavities. Again, there were mouths with vestiges of teeth where the total number of cavities was over thirty.

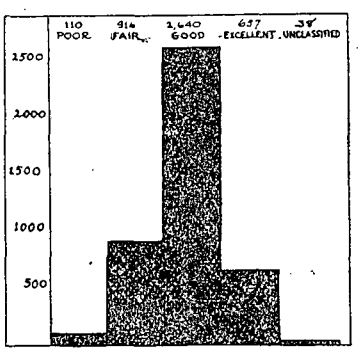
An analysis of the results by counties shows that in Bedford County, with American children, of the 596 mouths cleaned, 437, or 73.3 per cent had cavities. In Somerset County, with a large percentage of foreign children, 872, or 80.6 per cent had cavities. Potter and Tioga Counties with a mixed population showed respectively, 72.3 per cent, and 79.7 per cent of the children whose teeth were cleaned had cavities. Children under two years of age were seldom seen by the dental hygienists for two reasons: children rarely sit quietly at that age for a cleaning and for the most part caries does not occur under two years. There are exceptions to this rule where a child will show caries almost from the beginning of dentition. Comparing the average number of cavities per child in the four county groups, we find in the American county of Bedford 7.4 cavities as against Somerset's 7.7. In the two counties with mixed population, we have 7.3 and 7.1 respectively, or a total average for the number of cavities per mouth in the 1,717 children who showed caries, of 7.6 per child. It is noteworthy that the percentage of foreign children with cavities was higher than of the American children—in Bedford, 73.3 per cent as against 80.6 per cent in Somerset, and moreover that the caries was more widespread among Somerset's foreign children as indicated by the above figures, 7.7 cavities per child, as against the average of 7.4 cavities in Bedford the American stock county.

It is usual to find in school children that the children of foreign parents have better teeth. Our findings do not appear to accord with this, but the explanation may lie in the fact that we were working chiefly with younger children. Dr. C. J. Hollister of the State Dental Hygiene Division says that while our percentage of children without cavities (22.4 per cent) seems large, this same group will, quite probably, show at least 90 per cent with caries should we be able to reexamine them some years hence.

The small number of vaccinations recorded, 553 out of a total of 4,361 children, is a commentary on the attitude of the public toward early protection. Evidently there is a general feeling that until the law must be obeyed, i. e., when school entrance is imminent, protection from small pox is not desirable.

The number of children protected against diphtheria was very small, 326 out of a total of 3,790 over one year of age, and this is not surprising as we are still in the stage when education of the public is only slowly taking place. Counties where anti-diphtheria campaigns have been carried on have shown a good percentage of pre-school children who have been immunized.

The plan for the follow-up of the car work provides that after a lapse of at least six months, the children who had been found in the summer examination to be 10 per cent or more underweight, or, apart from weight findings, exhibited a group of unfavorable symptoms placing the child in a distinctly under-par class, are to be again weighed and symptoms observed. If no improvement is noted and there seems evidence that reasonable attempts are not being made to better the child's health, such children will be eligible for listing for sanatorium or camp residence.



SHOWING CLASSIFICATION OF CHILDREN BY GENERAL CONDITION

MARY R. NOBLE, M. D.

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INDUSTRY

Channels of Waste

JULES VERNE once wrote a story which he called the Mysterious Island. It was about four men abandoned on a desolate spot spot of land on the Pacific. Unlike Robinson Crusoe they had no wrecked vessel to draw supplies from; they landed with their bare hands. But there were growing things, animals, minerals—the immemorial background of human life. And in the brain of the engineer who led the party there was science. With their bare hands they set to work. It was a desperate struggle—but step by step they forced back cold, hunger and desolation, and in the end transformed their island into a pleasant home which yielded food, shelter, clothing and comforts. To meet the demands of the Mysterious Island, every member of the balloon-wrecked crew put his shoulder to the wheel. On each man's labor the survival of the group depended.

But suppose that one had given all his energy to making mud pies; one had spent his days in sleeping on the beach; one built a house on the plain by bringing stones from the top of a hill; while the last, in his haste to clear a field, burnt all the timber on the island. Four madmen! Yes, mad enough when seen in miniature. But in our great society, these are precisely the things which untold millions of us in America are constantly doing. These mad acts typify the four main channels of economic waste.

The mud pie maker represents the man power which goes into the production of needless or actively harmful things—the production of "illth" rather than wealth, to use Ruskin's term. The sleeper represents the man power which on any given working day is doing nothing, chiefly by virtue of unemployment and so not wilfully idle. The house builder represents the excess man power required to produce an equal volume of sound goods and services because the technical arts—the best way of doing the job—are not made use of. In this category falls the whole case for scientific management, regional planning, the coordination of production to requirements. The fire builder represents the waste of natural resources—a channel already made vivid by the researches of the conservation movement. Let us consider each in somewhat more detail. First, wastes in consumption or "illth."

"MANKIND," says Bernard Shaw, "is the only animal which esteems itself rich according to the number and voracity of its parasites." The output of human effort is generally regarded as wealth; the sheer fact that somebody exerts demand enough to cause its creation, is held sufficient to establish its economic worth. But Ruskin before Shaw thundered against the perversions of wealth, and J. A. Hobson has developed a whole philosophy of consumption. Lately Harap has brought the question vividly before American consumers. (The Education of the Consumer. Macmillan 1925.) How much of the gross total of our economic output is wealth in the sense that it aids life rather than death; health rather than sickness; beauty rather than ugliness; knowledge rather than superstition? For the deliberate manufacture of death we have military mechanisms of an almost sublime destructiveness; for the manufacture of sickness, we have a flourishing patent medicine industry together with perhaps the gaudiest conglomeration of thought-waving, spine-pounding, electric vibrating, gland-shooting quacks which the sun ever shone on; and we have, it is alleged, three million persons made ill annually in the United States by adulterated food products. For the manufacture of ugliness we have unparalleled resources—from brown derbies to the city of Pittsburgh. For the manufacture of superstition we have phrenologists, table tippers, swamis in bath robes, personality developers, correspondence schools, "new" psychologists, projectors of business cycle curves, and the Fundamentalist movement—to name only a few.

Thus so soon as we try to mark off illth from wealth, the sheer economic effort which flows into the former begins to take on very considerable proportions. No two observers will ever exactly agree on the kind of work which results in illth. This channel is inevitably and ternally disputatious. To my mind a certain fraction, in some cases a very large fraction, of the human energy devoted to the following fields is wasted. But I have no hope that the reader will agree with me *in toto*. Space does not permit me to do more than name the headings.

The narcotic drug traffic,
The patent medicine traffic,
The higher reaches of the alcohol traffic (say above wines and beers),
Crime and commercialized vice,
The adulteration of goods,
Quackery—medical, religious, financial,
The military establishment,
Commercial speculation and gambling,
Super-luxuries—and their cheap imitations,
Artificially stimulated fashions,
Commercialized recreation,
The overhead services and professions, law, accountancy, etc.

THEN, there are the wastes of idleness. In an integrated industrial society the most obvious justice seems to require, from the able bodied at least, some useful effort in return for useful things received. Any exact measurement of this exchange as between individuals can only lead to a good deal of nonsense, but the fact that some *quid pro quo* should be rendered, obstinately persists. I have sometimes wondered how far this conviction is responsible for that beautiful edifice of logic which rationalizes the services of private capital to the community. What mortifications, what denials, what stranglings of hedonism. . . . To be idle without rhyme or reason, to take and not to give, has in all societies, everywhere, been a mark of waste, and has called forth unheard of efforts on the part of the learned logicians to support resplendent idlers in the face of the popular conviction. Strangely enough,

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however, in our going economic mechanism the deliberate idler constitutes only a small proportion of the total man power which on any given working day is doing nothing. The great majority are idle against their will and inclination, as a list of the chief classes makes clear:

Unemployment—seasonal,
Unemployment—cyclical,
Unemployment—intermittent,
Unemployment—turnover factor,
Unemployment—residual,
Strikes and lockouts,
Idleness due to preventable accidents,
Idleness due to preventable sickness,
Shop absenteeism,
The idle rich,
The gentlemen of the road.

Only the last three can be classed as voluntarily idle.

WHEN we consider the wastes in the technique of production and distribution, we ask, first, what is the excess man power required to make and to move the nation's quota of *sound* goods and services because the technical arts—to say nothing of plain common sense—are not made use of? Ever since Frederick W. Taylor laid down the principles of scientific management, this question has been gathering headway. The work of the Federated American Engineering Societies under the leadership of Mr. Hoover has recently brought the whole problem into sharp focus. The principal sub-channels under this third main heading of waste appear to be:

Inadequate knowledge of consumptive requirements, resulting in seasonal and cyclical "peak loads."
Excess plant capacity, overloaded inventories, restriction of output, dumping.
Standardization failures.
Lack of material control, lack of cost systems, research facilities.
Failure to utilize machinery instead of "cheap" labor.
Tariff and trade barriers.
Neglect of regional and community planning, city congestion.
The "profitable obstruction" of technical knowledge.
Too many middlemen and retail stores.
City distribution methods—particularly of milk.
Cross hauling, and neglect of waterways for bulky freight.
Too much high pressure salesmanship, advertising, installment selling.

This last category is highly disputatious, but even bankers are beginning to wonder what is to be the end of sales forcing through purchases on the installment plan. Meanwhile, the president of the largest milk company in Milwaukee reports, that during 1924, he took 28,000 customers away from his competitors by high pressure advertising, but his competitors, using the same method, took 25,000 customers away from him. The net gain to his company was 3,000 customers, while the cost of milk was burdened with 53,000 useless sales. There was no increase in milk consumption by the community at all.

THE waste of natural resources is the channel which is by far the most completely mapped of them all. The melancholy researches of the conservationists into coal, oil, lumber, soils, fisheries, minerals, natural gas—are duly accredited and widely acknowledged, but pioneering psychology is still too close to us in America, to permit of anything much more tangible than acknowledgment. What in truth has posterity done for us? Failure to develop water power, and thus save coal, oil and transportation, also would come under this head.

There are doubtless other channels, but these four seem to comprise the major sources of economic loss and leakage. They are susceptible in part at least, to quantitative measurement. They can be evaluated in money, but as money is only a symbol—and sometimes a very erratic one—for the physical factors which underlie it, I for one would prefer to measure the wastes of illth, of idleness, of technical method in terms of man power, and the wastes of natural resources in terms of tonnage or volume of horsepower.

We speak of the waste of life, of square pegs in round holes, of first-rate men and women submerged by a third-rate environment, of affiections foundered, of child life betrayed, of racial hatreds and class frictions and the unending warfare of the sexes. Waste? Yes, much of it undoubtedly is. But so bound up with individual psychology is most of it, that while its indirect effect on economic life is probably very great, it is not primarily economic waste, and therefore perhaps too oblique and too baffling to come within this purview. But one can say this. In the last analysis, the only reason for bothering about economic waste at all is in the hope that its abatement may so raise the standard of life and comfort that we may win at least some surcease from these more subtle personal miseries and frictions.

WITH these four main channels of economic loss and leakage in mind, suppose we take an airship and cruise leisurely over the United States. Suppose we forget money and credit for the moment, and fix our attention upon the physical factors of geographical setting—the industrial plants, railways, roads, water systems, power lines, stores and office buildings built thereon, and the behavior of some 110 millions of people in respect to these things. Of the 110 millions, some 40 million adults are more or less gainfully employed, another 20 million women are hard at work in their homes, while the balance constitute dependents—children, old people, defectives.

Granting that the purpose of economic activity is to supply needful goods ("needful" being a broader term than "useful" in that it comprises the satisfaction of non-utilitarian wants), granting the present state of the technical arts, and granting the desirability of securing a maximum of goods with a minimum of effort, how far does the organization of the plant below us and the economic behavior of the swarming millions fulfill these postulates?

At this point we crash headlong into the distinction between waste as pure theory, and waste as a problem offering practicable solutions. With the reader's permission I should like to speculate on both aspects.

The pure theory of waste would require that we take such a document as J. Russell Smith's North America, which sets forth the type of crops, forests, manufactures and what not, best suited to each geographical region. He knows nothing of political boundaries but only considers the optimum conditions for the animal man in his immemorial background of climate, land, forest and water. It would not be an inconceivable task to locate on paper 110 millions of people in those areas and regions which Professor Smith finds most favorable to fruitful economic development and to human health and energy; and to set them to work—first on capital outlays, and then on the completed plant—which would produce a maximum of economic goods with

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A Bevy of New Pamphlets

WOMEN IN OKLAHOMA INDUSTRIES. *U. S. Dept. of Labor. Bulletin of the Woman's Bureau, No. 48. Government Printing Office, Washington.*

In this study of the hours, wages and working conditions of 4,135 women, a 54-hour week was found to be the rule in Oklahoma, with a median weekly wage for white women of $13, and $8.20 for Negroes.

LABOR RELATIONS IN THE LACE AND LACE-CURTAIN INDUSTRIES IN THE U. S., *by Gladys Louise Palmer. U. S. Department of Labor, No. 399. Government Printing Office, Washington.*

A study of an industry so highly specialized that it has retained much of the proud skill and loyalty to tradition of the pre-machine age.

WOMEN IN CLERICAL AND SECRETARIAL WORK. *Woman's Occupational Bureau, 216 Meyers Arcade, Minneapolis. Price 25 cents.*

This survey, "the first of a series of studies on women's work," represents a fine piece of cooperation between the Department of Sociology of the University of Minnesota and a group of civic, business and trade organizations.

THE WOMEN'S AUXILIARY TO TRADE UNIONS AND WORKERS' EDUCATION, *by Theresa Wolfson. Workers Education Pamphlet Series, No. 8. Workers Education Bureau of America. 476 W. 24 St., New York. Price 10 cents.*

A well presented plan for making the women's auxiliaries of the trade unions more vital in the lives of the members and in the American labor movement than the fraternal and social organizations they have largely become.

INDUSTRIAL-ECONOMIC CONDITIONS IN THE UNITED STATES. *Bulletin No. 16, National Industrial Conference Board, Inc., 247 Park Ave., New York. Price $1.00.*

A suggestive appraisal of American industry, trade, labor and employment in 1925.

Requests for these pamphlets should be addressed to the organizations named. Except where the price is named all are for free distribution.

a minimum of effort and cross hauling and friction. Granting the necessary tolerances, such a plan for America is conceivable. Its outlines are capable of constituting a standard by which actual conditions as we see them from our airship can be compared, the margin between the two constituting the factor of waste. . . . *Pure waste,* of course without considering the practical problems of the capital transition, the population shift, or the psychology of social control.

Such a conception is akin to the theoretical thermal energy of a ton of coal. The energy is undoubtedly there, but no engine has yet been invented, or ever will be, which will reclaim the full 100 per cent. Meanwhile it presents a permanent target to shoot at, a perpetual stimulation to inventors. Similarly this vision of a great land ordering and controlling its economic life on the principle of maximum output with minimum effort constitutes a useful stimulation to the statesmen and the engineers of the future.

With such a bench mark, we may look over the side of our airplane and note an appalling margin of waste. Waiving the question of illth, we see, on any given working day, seven or eight million adults doing precisely nothing. Probably 20 per cent of the nation's man power, on the average, is always idle, rendering no service for what it receives. Yet with the business cycle controlled, seasonal operations and turnover losses modified, safety measures and preventive medicine installed, and social pressure exerted on the wilfully idle, a large fraction of this loss is conceivably preventable.

In the channel of technical method, the great outstanding wastes are found first in the uneconomic location of population and industry, and secondly in the failure to base schedules of production upon knowledge of consumptive requirements. The industries of New England grew because settlers chanced to land there first, and because there was power for small water wheels. The waterpowers have long ceased to be a factor, and the coal, the iron, the cotton, the wool, the hides which New England needs for her mills have to be hauled enormous distances from their points of origin and rehauled to far marketing points. New England, without coal or iron, in the corner of the map, is not a logical industrial community. Its natural environment calls for fisheries, forest culture, specialized farming and a summer recreational center by virtue of its lovely hills and coasts. (I speak as the tenth generation of a New England family.) And so in region after region, the country over, maximum output with minimum energy—particularly transportation energy—is seriously impeded by chance, by habit, by law, or just by plain stupidity. Consider what the single item of the stifling of our waterways by railroads bent on profitable traffic has cost us in excess man power per ton moved.

Meanwhile budget failures—the lack of balancing national production against national requirements, have cost us a grotesque overbuilding of nearly the whole of our industrial plant. We wear out 977,000 pairs of shoes a day. Shoe factories are equipped to turn out 1,750,000 pairs. We have three times as many lumber mills as are needed to cut our annual supply. The steel industry is about 70 per cent over-equipped; sugar refineries nearly 100 per cent. In industry after industry, excess capacity—from the standpoint of a balanced load—runs better than 100 per cent.

In the channel of natural resources, one needs only to recapitulate the findings of the conservation movement—a ton of coal wasted for every ton dug, three barrels of oil lost for every one reclaimed, a forest supply shrinking four times faster than it is growing—and a Sunday newspaper using up 14 acres of spruce trees.

FROM the standpoint of a planned continent, a competent engineering survey would show a waste of man power and of materials which might serve to treble, quadruple the output of sound goods and services, if it would be abated in total, and that with a far smaller relative exhaustion of natural resources. But it cannot be abated in total, any more than we can get 100 per cent of the thermal energy out of coal. What then are the practicable limits of its abatement? Here we leave our dizzy bench mark of pure theory and drop down to the more seemly levels governed by the deplorable incapacity of mankind in the mass to control its environment or adequately to utilize the inventions it has made. A continental economy presents difficulties unknown to four men on a desert island.

Let us take a cautious bank president's view as the lower limits of practicability. Let us put him in the observer's seat and ask him to assess the channels of waste which we have outlined. We show him illth. Here are groups of people making deleterious patent medicines, adulterated foodstuffs, shoddy clothing, jerry-built houses, stimulating fashions and seasonal fluctuations, peddling opium, fabricating war material, editing tabloid shockers, selling blue sky stocks, booming swamp lands in Florida; here is the hard working man and woman power of crime and prostitution. How much, Mr. President, is waste? How much can we hope to prevent?

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We show him the idle: Can the Federal Reserve system check the ravages of the business cycle? Can more brains in personnel management reduce hiring and firing losses? Can safety devices reduce industrial accidents; can occupational diseases be abated?

We call his attention to technical method: Is there any future to scientific management; do the findings of the Federated American Engineering Societies and the American Engineering Standards Committee, promise anything of practical value? Do we really need one retail store for every twenty-six families in the country? And is the present rate of exploitation in coal, oil, lumber, soils, inevitable and necessary?

As item after item crosses his vision, one suspects that even the most cautious of bank presidents—granting he had any imagination at all—will agree to quite a respectable margin of waste, and admit that a certain fraction of it is preventable.

Between his estimate as a minimum, and the upper limit of pure theory as a maximum, the truth of the matter must lie. The engineering type of mind will tend to the higher registers, the hard boiled business man to the lower. Any accurate quantitative assessment lies forever beyond calculation—if for no other reason than that every advance in the technical arts, every new method of by-product conversion, every tapping of new sources of power, shifts the basis of assessment.

I HAVE made elsewhere a quantitative summary of waste, from the standpoint of what has been called by Tawney and others a functional industrial control,—a standpoint which lies rather beyond the bank president, but decidedly within the engineering maximum. By building up estimates class by class, a total waste of about half the man power of America was arrived at, but I have no illusions that this is more than a crude guess. Its only virtue lies in the sidelights it throws upon the individual items—the quantitative extent of unemployment, excess plant capacity, distribution overhead, the man power of advertising, the potential savings of standardization, the burden of the military establishment, the extent of the drug traffic, and what not. That a wiser industrial control holds out the possibility of doubling the standard of living—and that within the calculable future—does not seem sheer dreaming as the facts pass item by item under review; although in another mood one may question if there is the latent power in mankind even partially to direct its economic destiny. Before the frankenstein of the machine which has grown with hardly more purpose than grows a jungle thicket, one often stands in dismay.

Yet functionalism has practical aspects. Free competition—welfare achieved by unlimited scope for private gain—has never been more than a pious rationalization of contrary and prickly facts, of which no better illustration can be given than Hamilton's analysis of bituminous coal (The Case of Bituminous Coal. Walton Hamilton). The exigencies of human life, of safety, sanitation, psychological limits of endurance—a thousand things—have forced here and there a control based deliberately on function, to supersede the anarchy of unadulterated profit seeking—of which no better illustration can be given than the work of the American Association for Labor Legislation. We see the same force at work in the growth of the trade associations with their attempts to standardize quality, to calculate consumptive requirements; in the growth of trade unions, and particularly in the dawning realization of labor that productivity must be correlated to standards of living. We see it in government programs of afforestation, reclamation and waterway development. The giant power project is functionalism incarnate. We see it in the Federal Reserve System. It is implicit in the whole engineering approach to waste elimination. Mr. Hoover before the First Distribution Conference said: "I wish to make it clear that in speaking of waste I do not mean wilful waste, but economic waste which is the natural outgrowth of the competitive system. I do not mean the waste which any single individual can correct of his own initiative, but waste that can only find remedy in collective action."

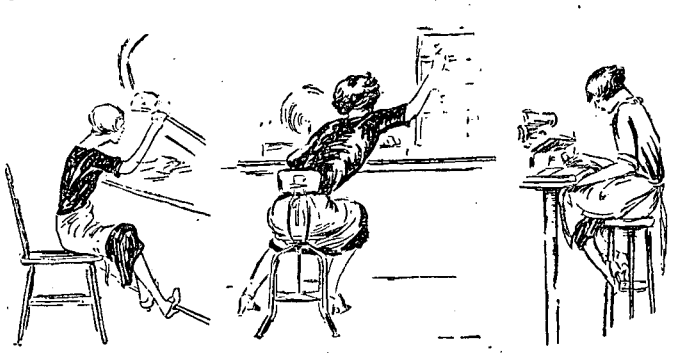
Functionalism might be defined as an economic system which has grown self-conscious, which has come out of the stage of astrology, panic, blind luck and totem worship into the stage of forward planning. That the technique does not transcend human administrative capacity was amply demonstrated by the war, when the Supreme Economic Council of the allies hung a functional control around the products of half the world. Whether it can operate on the grand scale with only the pedestrian incentives of ordinary peace times is still an open question—though the Incas did it once, and Denmark is close to achieving it today. It stands as a perpetual challenge to the statesman, the engineer, the labor leader, the social scientist. With its coming—and it is futile to speculate whether the ultimate control will lodge in government, in private monopoly, in trade association, in industrial union, in cooperative association—we shall end poverty, squalor, and degraded standards of existence, and begin to live our industrial lives with something of the sanity which marked the real behavior of the castaways on the Mysterious Island.

STUART CHASE

The Chair She Sits In

NELLIE boxes "fancy towel sets—a lovely gift for the bride." Sadie winds radio coils. Dot stitches linings. The New York Labor Law requires that their employers must furnish seats for them. The Bureau of Women in Industry of the New York Department of Labor is concerned with the kind of seats provided. For the health and well-being of Nellie, Sadie and Dot and thousands like them in factories and stores is to a considerable degree dependent on how they sit during their hours of work.

The first comprehensive study of industrial seating in New York was made by the Bureau in 1921. Several years ago the Joint Board of Sanitary Control made a study of



Drawings by Esther Andrews

Why a deep seat is wrong — *Wasting Energy* — *A back and foot rest would help*

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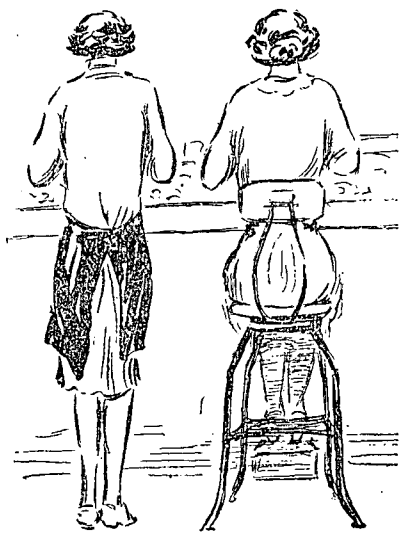
posture and seating in the needle trades (see The Survey, Aug. 15, 1923, p. 538). Now the Bureau of Women in Industry has published a little handbook, primarily intended for the use of employers and their shop foremen, applying to all women workers covered by the state labor law. It first makes plain that the employer who provides seats for all "female employes" as the law requires has not done his whole job unless he gives some attention to the relative size of girls, seats and workbenches. Wrong posture means fatigue poison. Fatigue poison means unhealthy, restless, dissatisfied workers, slowed-up production and high labor turnover. Tall girls on low chairs, short girls on high stools, girls twisting and squirming on seats that are too wide or too narrow or too flat or too deep, curling their feet about chair rungs because they do not touch the floor or because their knees bump their work tables cannot be efficient workers. To sit all day without change of position is tiring and unwholesome. Chair backs that are too low or too high or too straight or too curved mean aching muscles and crooked spines. On the other hand, there are seats suited to different kinds of industrial and mercantile work which make correct posture automatic. The handbook illustrates the principles on which such seats can be selected. The matter is summarized in the recommendations:

Drawings by Esther Andrews
The short girl needs a seat that can be raised



The sitting-standing principle in action

First: That work conditions should be such that correct posture is possible.

a. By providing a physiologically good chair.
b. By insuring the proper relationship of the worker to her work.

Second: That posture must be varied.

Continuous sitting and continuous standing are both harmful. Ideally, conditions should allow the worker to vary her position at will, because of the rest and enormous saving of energy that comes from change of positions during working hours.

The back rest helps to hold the spine erect by relieving the strain

Dr. Adalaide Ross Smith, medical investigator for the Bureau who wrote the handbook on the basis of her own study, has made a collection of recommended seats for various working conditions. They are to form a part of the department's permanent safety exhibit.

FARMERS of the United States are now managing more than 12,000 active cooperative organizations through which they are selling farm products, buying farm supplies, operating creameries, cheese factories, canning plants, grain elevators, stockyards, warehouses, or rendering some one or more of the essential services connected with agricultural production according to a recent Department of Agriculture survey. These figures do not include farmers' cooperative banks, credit associations nor insurance companies. The number of such enterprises has more than doubled since 1915, when the first nation-wide survey of cooperative associations was made by the department. More than 70 per cent of these organizations are in the North Central States, particularly Minnesota, Iowa, and Wisconsin, which have a large Scandinavian population, accustomed to cooperative enterprises before coming to this country. While clamoring for tariff reduction, federal farm credit and other governmental measures of relief, the farmer has evidently taken a leaf from labor's experience, and is beginning actively to protect his interest through organization and cooperation.

REAPER-THRESHER NO. 7, the largest yet invented, recently put on the market by the Massey Harris Co., will pass over a field of grain, cut it, thresh it, and shoot the harvest into a grain tank, ready to be hauled to elevator or freight car, doing in one operation the work of a self binder and a threshing rig, and eliminating shockers, threshing crew and risk of spoilage by rain "in the shock." According to Benjamin C. Marsh of the Peoples' Reconstruction League, "some of these machines have been operating in the West and 4,000 nearly as large were used in Kansas last year. The J. I. Case and International Harvester companies are going in for such machines quite largely, and they will doubtless be much more generally used as factory farming proceeds and the bankers take over the farms because the farmers can't pay interest on the mortgages or liquidate them. One result of these machines to date has been to reduce cost of harvesting and threshing wheat from 25 or 30 cents a bushel down to 10 cents a bushel, and the Case people are experimenting on a machine which with slight changes would cut kaffir corn, clover and Soy beans." C. D. Kinsman, engineer, and an economist of the Department of Agriculture are to spend three or four months in the field this summer, investigating the results of the introduction of reaper-threshers, and will make a preliminary report in the fall.

IS THE ICEMAN to follow the cooper and the blacksmith and the harness maker, whose trades have been so nearly swept away by the changes made by science and invention in every day life? According to a special committee which reported at a recent convention of the National Association of Ice Industries, electric refrigerators already installed are costing the icemen of the United States $10,000,000 a year and at the present rate of installation they will be costing icemen not less than $70,000,000 in 1930. It is estimated that in homes and stores approximately 200,000 iceless refrigerators are already in use. About 14,000,000 American homes are now equipped for electric service and each of these is a potential user of an electric refrigerator. The convention report adds that several leading ice manufacturing companies contemplate undertaking

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the sale of electric refrigerators as a measure of self-protection.

THE HARD WON gains of deep sea sailors in securing decent working conditions and safeguarding their rights to liberty of contract as embodied in the Seamen's Act of 1915 have been attacked in numerous court actions. The recent decision of the Supreme Court in O'Hara and Tjerland vs. Luckenback Steamship Company, reversing two lower federal courts, safeguards the provision of Section 2 which provides for at least two watches for sailors (the men on deck) at sea and three watches for firemen, oilers and watertenders. The lower courts ruled that a seaman was guilty of desertion if he left a vessel that did not observe the law, requiring men both above and below decks to be on duty, frequently performing arduous labor, for inhumanly long hours. The case of these two seamen who quit the service of the company and claimed their earned wages on the ground of violation of Section 2, was carried through its long drawn out fight by the aid of the International Seamen's Union of America.

THE EXTENT to which "the burden of family support rests on the shoulders of women who work for wages" was the subject of a study made during the last session of the Bryn Mawr Summer School for Women in Industry under the direction of Amy Hewes, professor of economics at Mount Holyoke. A report of the study has just been issued as a bulletin of the Woman's Bureau of the U. S Department of Labor. Of the 101 women students from mills and factories throughout the country at the school, nearly one-fifth were the sole support of other persons. A majority of the women with total dependents were 25 years of age or older, but two of those under 25 were the sole supporters of two other persons, while another girl in the 20-30 age group supported three persons besides herself. More than two-fifths contributed to the family income in excess of the cost of their own maintenance. This had to be met from earnings which were frequently interrupted by unemployment periods. Since the Bryn Mawr summer school students did not include many representatives from the most exploited industries and since they were so situated that, with scholarships to cover their maintenance, they could spare two months without wages for study, "it is reasonable to assume that the share in family support of women workers in general is an even heavier burden than that carried by the Bryn Mawr group." The study also emphasized "a characteristic which is probably more common in the dependents of women than in those of men. Whereas those dependent upon the latter are usually their children, who will one day be self-supporting or even contribute to the support of the parents, the dependents of women are more frequently older parents who will never be self-supporting again, who become increasingly dependent, and who naturally fall to the care of the unmarried daughters."

A Big Future

KATTEL'S mind covered great stretches as hour after hour her hands rolled innumerable stogies. She pondered the family traditions, how, when the old duke had come through the village in Austria where her grandparents had kept a toll bridge, he had openly admired her mother's older sister, whom she was said to resemble closely. This had happened a long time ago, when Aunt Theresa was fifteen, just as Kattel is now. Then there had been her father's younger brother who had been so clever and smart in school that the priest had pointed him out to the bishop on confirmation day, and soon afterwards he had gone away to a seminary and had himself become a priest. Everyone said that he would have become a great man in the Church, had he not died so young.

Kattel's father and mother, now pretty well fagged by life, often told the children about the merry-makings of their youth. It seemed that brothers and sisters, cousins and neighbors were always having adventures which, when described, appeared really to have very little to them, but which for some reason, lingered in their minds as sweet and wholly satisfying.

What had it been like in the village in which they grew up, Kattel wondered. She knew that there were mountains somewhere near and a great dark *wald* that swept down from the mountains and came right to the edge of the red and white village. She also knew that the postillion who brought the mail each day used to play a cornet as he rode along and the memory of those limpid tones on the clear air would bring tears even now to the eyes of the father and mother.

As these pictures passed through her mind, she was completely unconscious of the heat and moisture of the work room. She no longer felt the sting of the tobacco in her eyes and throat. She forgot the dirty benches; she did not hear the meaningless talk that went on among the twenty-nine other hands who shared the small work room with her. Her eyes no longer saw the injunction on the huge sign that hung above the bench, MAKE A PERFECT WHITE CROW.

Often Kattel wondered what she would be doing all of her life. Perhaps the family might move to a village in America like the one on the edge of the great forest. Perhaps they might go to a place in the new world which would be like Vienna where her father had gone as a young man, or like Prague where he and her mother had spent a few years. And perhaps someone might discover that she was smart like her uncle and a way would be found for her to go back again to school.

But with all these thoughts, Kattel's were no wool-gathering wits. Her alert mind had trained itself to devote just the right measure of attention to her hands to keep them ever busy. It came quickly to her rescue when an emergency loomed up. Kattel *was* smart like her uncle and her work was good. She had learned rapidly. In the year and a half that she had been illegally employed she had gone through several stages of progress and at fifteen she was well on the way to becoming a skilled worker.

One day Kattel saw the boss and a lady coming through the room toward her. The lady was not the boss's wife and obviously she was not a new hand. The look in her humorous, kindly eyes stirred in Kattel's mind a flicker of anticipation. Perhaps something unusual might be about to happen. The lady's face had the same quality of warmth that she associated with life as she imagined it might be.

"And how long have the children been working here?" the lady was asking.

"Oh, different lengths of time," the boss was answering. "Some can't catch on and in a few weeks they leave, but for the ones that are interested it's a good trade and they get along fine at it. For the real smart ones it has a big future. Now, here is Kattel, for instance. She is a born cigar maker. Before another year she will be good enough for a ten cent cigar!"

NEVA R. DEARDORFF

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EDUCATION

Imperatives in Adolescent Training

IN the development of the human individual there comes a time when the golden gates of childhood are forever passed and the youth enters on the new life of adolescence. This is a focal point in education, because it is a focal point in development.

The characteristics of this period have been made familiar by many writers since the classic work on adolescence by G. Stanley Hall. Some of the outstanding facts may be recalled.

We have a great influx of energy appearing in both physical and mental phenomena: a spurt of growth at the beginning, development of the heart and other organs, readjustment of the endocrine functions, reenforcement of the body against chronic disease; on the mental side also new interests, new ambitions, new zest to meet life with its stern realities, and a new birth in relation to society.

Again we have the appearance of hereditary forces. Injurious tendencies and an unfortunate heredity are likely to manifest themselves, while on the other hand, good stock and healthful strains appear as a background and defense of the individual in the adverse conditions of a threatening environment.

It is a period also of relative instability; old forms of reaction, old habits are disturbed or broken up, new forms of behavior developed. Susceptibility to acute disease appears; many disorders incident to development occur, but are likely to be outgrown with proper environment.

ADOLESCENCE is also the period of mental and moral variation and development. The reformers in the church, in the state, in education and industry, are young men and young women. For a time the individual shakes off the fetters of convention and inertia; for a time there is the possibility of new discoveries and new activities. It is surprising how largely the world's progress has been due to adolescent ideals and performance. In human life and society the youth movement is the oldest movement in the world. To give opportunity for adolescent initiative is the greatest accomplishment of intelligent education.

The problem then is to adapt education at this period to the characteristics of the adolescent individual. These great impulses and tendencies, with all they involve, should be considered in determining the training of youth, they should be regarded in relation to all methods, courses of study and activities. A few aims are vitally imperative. Like everything else of superior importance, in outline they are simple, although in practical accomplishment infinitely complex and difficult. The following are some of them.

How, through "freedom, with stabilizing responsibility," one large city high school feels it provides for adolescent girls such training as Professor Burnham has here outlined will be told by Lucy L. W. Wilson of Philadelphia in this department in The Survey for June 15.

The first imperative aim of adolescent education is the opportunity for self discovery, and to this end an introduction to many different activities and to many different interests.

Youth will make its own opportunity for self discovery, whether or not we give it, but youth may fail to discover its higher powers, its special capacities. Among the discoveries is likely to be the amazing fact of one's own integrated personality.

Whether inclined to philosophy or to action, the youth desires to find out the facts about one's self. No wonder the Greeks emphasized self knowledge as the acme of wisdom and made *gnothi se auton* the fundamental maxim of their mental hygiene. To do anything else as soon as youth begins to study this problem—any attempt to evade it, to camouflage it, to postpone it—would be at the outset a blow against the integrity of the personality, a suggestion to youth to dodge reality, to blind oneself to the most significant facts, to be dishonest with one's own self from the outset.

THIS suggests the second imperative aim of adolescent training. The aim should be to preserve at all cost the integrity of the adolescent's personality and to develop this healthfully at higher and higher levels. The psychology of integration is simple, but difficult to apply. As the great neurologist, Sherrington, and Mme. Montessori alike have pointed out, the acme of integration is found in the mental process of concentrated attention. Royce made it clear long ago that from the genetic point of view attention is a reaction of the whole organism comparable to the tropisms in plants and animals. Montessori has noted in children while they are doing their own tasks the occurrence of a kind of polarisation of attention, which has a steadying, calming, integrating effect. It is the same in the adolescent. Concentrated attention is temporary integration; much training in this is needed for the adolescent. This is the true safeguard of the personality, this the kind of defense needed.

But this leaves the matter all in the air. How shall we bring about this training of attention, this development of integration? If the adolescent is given a fairly rich environment and a reasonable amount of freedom, he is likely sooner or later to make another marvelous discovery, namely, that he himself can do some one thing well, something that is really worth while. Most people can remember when they first made this discovery, and how it acted as a stimulus and an inspiration ever after. This insight into one's own capacity is likely to

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become a driving force sufficiently powerful to transform character.

SO we come to the third imperative aim—a significant task. Since the great means of integrating an individual's personality is the doing of a worth-while task, every adolescent, like every genius, should sooner or later have some great all-absorbing task which will unify the many new interests and activities of the youth otherwise discordant. Every adolescent desires a worth while task of his own choosing. It is youth's legitimate right.

The adolescent usually discovers not only that he has some special ability and can really do something himself as a significant part of the world's work, but also that he is weak or defective in certain directions, that in certain things he is apt to fail, and that there are many things that he cannot do as well as others. From this experience of failure may come a wholesome humility and modesty and the stimulus to more careful and more industrious effort. Frequently, however, such failures of the individual develop a sense of inferiority which inhibits further endeavor.

THE fourth imperative aim, therefore, is significant accomplishment. For this end the stimulus of success is necessary. Successful accomplishment gives a stimulus that few can do without. On the other hand, not only does continued failure, as many know from personal experience, depress one, tend to develop a sense of inferiority and paralyze endeavor, but the habit of failure may develop. This again may be transferred to other forms of activity, until in everything he attempts the individual seems handicapped and doomed to failure.

SINCE at adolescence, as Rousseau long ago pointed out, the individual has a new birth in relation to society, it becomes desirable to develop right social attitudes and interests in great social movements, such as social psychology, varied forms of cooperating social service, organized philanthropy, positive effort for hygiene, public welfare and the like, and a permanent interest in combatting the enemies of society in varied forms. This affords opportunity for manifold significant tasks; there is likely to be no lack of activity in such movements if permanent social interests are developed.

FINALLY there is the imperative aim of *social* success. The individual adolescent desires to do something really significant in the social groups of which he is a member. If he acquires the ability to render a significant social service, that gives a reward to which no other is comparable. Every youth desires opportunity for such service, and nothing is more tragic, nothing perhaps more menacing to the mental health than lack of opportunity and lack of ability to achieve social success. The stimulus that comes from such social success is an important condition of development; education must furnish such opportunities and make room for every boy and girl to develop superior ability in something so that such significant social service may be possible.

The great objective of the democratic ideal is actual training in genuinely democratic groups, where each child, in Pasteur's phrase, has the opportunity for individual initiative for the common welfare, where the leader does not dominate the group, but the different superiorities of its members are integrated by the leader for a common purpose.

The management of a social group by the integrated superiority of all the members of the group is the only means of realizing Emerson's ideal of direction of the group by the superior intelligence of "masters instructed in all the great arts of life." Such management is possible; it represents the natural reconciliation of the age-long conflict between aristocracy and democracy. It represents at once democratic aristocracy and aristocratic democracy.

Such are some of the imperative aims of adolescent training:

1. Self discovery: and for that end an introduction to many activities.
2. Integration of the personality: and for that end training of attention.
3. The doing of a worth while task: and for that end a maximum of freedom.
4. Significant accomplishment: and for that end the habit of success.
5. The development of the fundamental social virtues: and for that end the development of interest in the fundamental forms of social welfare, together with social training.
6. Social success: and for that end the development of such superiority in something that one may render a distinct social service.

THESE are very simple things, very obvious, very familiar, perhaps in large part an old story. All of us may agree to them. Clearly then the thing to do is to regard them in practice. What do we actually do?

We say the aim of adolescent training should be self-discovery, but we insist on training in a few conventional items of a narrow curriculum with little opportunity for self-discovery. We demand training in concentrated attention, in the doing of a significant task freely chosen—then we permit many forms of distraction and disintegration, and impose our own tasks instead of granting that freedom of choice which makes one feel responsible for work as really one's own.

We recognize the need of the stimulus of success, yet we have provided a dozen conditions and methods in the schools that prevent marked success for from 25 to 50 per cent of the pupils. We see the importance of social as well as individual success and the need of social training in really democratic groups; we proceed to dominate the group by our own ideas and methods, or perhaps choose student leaders, courteous and benevolent leaders, who nevertheless dominate the group and often rob the individual members of the opportunity for initiative and real group activity.

In the inevitable conflicts between the new and the old, between ancient good and the newer and higher good, between the doctrines and new truth, more concretely perhaps between the traditions and beliefs of our fathers and the demonstrated truths of science today—in these sometimes heartbreaking conflicts we recognize the need of solving the problem, not by repression of one side and the dominance of the other, but by integration at a higher level. Yet we proceed with the same old dogmatism, and arouse the same inevitable conflict between the eternal youth movement and the fossilized dogmas and prejudices of an obsolete past.

We all accept as the merest axiom and platitude that it is only by self-activity, the youth's own doing and thinking, that training comes; yet in the schools and in the homes by a score of subtle methods we proceed to rob youth of its own legitimate tasks.

Worst of all, perhaps, we like to standardize education at this period and we fail to understand adolescents. This

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lack of sympathetic understanding Goddard thinks is the great cause of crime. In any case, throughout the whole period, with the other objectives, the aim for understanding of boys and girls should be dominant.

WILLIAM H. BURNHAM

Teaching the New Politics

THE "new politics" is the latest demand of the novelty-seeking intelligentzia. Of course it is only one of their many demands, but it is one of the most important and all-embracing. Moreover it has behind it many of the leaders of American thought. The prominence gained is due to the growing demand for rapid action and for efficiency, which is chief perhaps of the popular cravings of this progressive and hurried age. So we demand a new science of politics, a new art of government which will utilize the very latest methods of the most recent sciences. For we have to deal with a "new" America, with "new" men (and a "new woman") in the "new" New World. One hundred and fifty years ago a nation arose pledged to the rejection of political subjection to European monarchies; sixty years ago that nation pledged itself to the abolition of the legal subjection of one man to another. Ten years ago "the world safe for democracy" was the pledge. And today democracy being saved the "new politics" is to produce, we are told, citizens free from legal subjection to their worse selves. The new theory then is not to persecute for salvation as in the old days; but to educate for citizenship. We are to be freed not for our own good, now or hereafter, but for the common good, for the benefit of the new world.

The new politics as being formulated for these problems has three phases, or perhaps I should call them three instruments for the attainment of its ends—organization; education; and eugenic selection.

The Way of Organization

First then as to organization. The new psychology, we are told, is to remake man, and the most potent method is by altering the environment. Politics thus comes in as the art of so coordinating human endeavor as to secure the greatest productivity from each individual. The old individualism has passed; too much has been suffered from the private rights and privileges of the individuals who use their own as they wish. It is false to expect the individual not to secure his own and also the social good by self-seeking; he must be brought into cooperation with others and assigned his place in the universe according to his capacities and mental make-up. The lessons of the war—that any nation seeking to accomplish an end must organize not haphazardly but for that end—is now being exploited to the fullest. The nation-in-arms in war must become the nation-in-harness for the peace project of rehabilitation and re-construction of the world. Now this is quite beyond even government control and regulation or operation of industry. It implies as we have frequently been told the great task of human engineering. It will involve not merely the state control of goods and materials but will imply and necessitate the assignment and distribution of the population to tasks and works in the same manner as met with in the army. In fact one such advocate has proposed to carry over to the peace-time economy the General Staff idea as operated during wartime. In a wildly utopian project—the Manhood of Humanity by Alfred Korzybsky—in which he easily casts off the whole human past and pictures the very roseate future as a result of his new discovery of human engineering—he declares that this art is all that is needed for the introduction of the much heralded era; an era which has so far only been delayed by the foolish respect paid to individuals, their rights and opinions.

Now while much of this justly arises from the sense of wasted energies, and private abuses of public trusts, and while we are all more or less socialists nowadays, yet the only basis for advocating new changes must be an added respect for opportunities and opinions of the individuals who are to be bettered. We are born citizens; but we are not born economic or military conscripts.

The Way of Education

But how can people be made to accept the views thus being advocated for efficiency in government administration? So we come to the second method of political control—education. The control of the schools and the compulsory attendance of all children at the public elementary, secondary and higher or technical schools and colleges is the new force. The abolition of parochial and private schools, the curtailment of certain types of scientific or religious training is but one of the present tendencies of this very widespread movement. How truly did Mr. Lovett say that "Education is the propaganda department of the state and the existing order!"

The possibility of remaking America through education is perhaps the dearest ambition of every public man in the country. From the South we read:

> One of our most potent methods is the public free school. It is your God-given duty to place every child in this country in the public schools, and there from the true American stock, let the alien imbibe the necessities and hopes of the American people, let them come forth Americans. . . . What right have they to deny the nation the use of their children in the Americanization of our country? The people of this country are now at the point where 42 per cent think one way, and 58 per cent another way. We should be able to think one hundred per cent in common!

So Dr. Evans.

From California we hear the same demand:

> Teaching sound principles of economics in our schools is of fundamental importance. Successfully carried out, this will lead to the general recognition of the fact that paternalism, with its train of nationalization and communism, must inevitably be highly detrimental to the interests of the whole community. Once establish this conception in the public mind and the problems of government are comparatively simple of solution.

So Mr. Requa, wishing to make of Californians economic individualists, uses the schools.

From Chicago we are told of the schools taking "the child for a steadily growing period, for steadily longer hours, for a steadily widening series of subjects," and tending "to reach beyond school age into the field of adult education and development." And Professor Merriam has shown how in forty years by this means, when practically the entire voting population will have changed and the new be products of the public schools, there will be a flexible citizenship more open to and more inclined to the leader-

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ship needed in the new world arising. Of course in Illinois it will be social control and reform, not the religious security of Tennessee, the racial purity of Georgia, or the individualism of California.

The Way of Eugenics

The final means of political control that has been raised in the new politics is that of eugenic selection. With the increasing efficiency of the organization, with the added emphasis upon education and the control of public knowledge, there will come of course careful selection of the individuals who cannot stand the pace or the place. Having decided what Good Citizenship is, then there is merely the task of selecting and encouraging those strains which appear good. Those who cannot absorb the modicum of instruction or of knowledge placed at their disposal by the authorities—if the criminals, recalcitrants, communists of various opinions, colors, religions, cannot be persuaded of their error, then they are not normal, not fair samples, at least not desirable samples of the human race, in fact, not men. So the failure of the educational and other social authorites to make their theory work will be attributed to the individual and the penalty will be segregation, deportation or sterilization.

Why are these views so frequently met with and expressed in this country? Quite obviously there can be no such uniformity of racial origin that can be looked to, nor religious views that may be made the test, nor pioneering individualism if these things have to be so carefully inculcated. The whole tendency shows either an inconsistency not worthy of the leaders; an intolerance positively astonishing; or a cynicism of a very dangerous and perverted type.

Let me quote Bastiat on the legislators:

> Whilst mankind tends to evil, they incline to good; whilst mankind is advancing towards darkness, they are aspiring to enlightenment. Whilst mankind is drawn towards vice, they are attracted by virtue. And, this granted, they demand the assistance of force, by means of which they are to substitute their own tendencies for those of the human race.

A still more pointed epigram is that of Lord Northcliffe who, despite his admiration for Americans and things American, could not avoid defining America as "the land of the free, where you do as you please, or they make you."

HUGH MCD. CLOKIE

A NEW MEDIUM for establishing closer contacts in the field of international education has been established, to be known as the Austro-American Institute of Education in Vienna. Professor Paul Dengler, who spoke during the past winter in a number of American cities on new educational experiments in Vienna, is the director. According to the announcement of its organization, "the purpose of the Institute is to provide an educational exchange for Americans and Austrians, who are interested in the progressive movements in both countries. Information concerning opportunities for study and concerning the various types of schools will be furnished to all students, teachers and professors desiring it. Such information will touch visitation of schools, matriculation in courses at the university, courses offered, lodging, traveling expenses and similar topics of interest. Opportunities for exchange professorships and teaching positions will be considered as the occasions present themselves."

A FUND of $4,000,000 payable over a ten-year period has been put at the disposal of the American Library Association by the Carnegie Corporation of New York. One million is to endow a graduate school of librarianship. Another million is to provide an annual income to aid other library schools. A third million is for the general endowment of the association, and the fourth million is to carry on the general activities of the association until its endowment fund is complete. From the educational point of view, this gift is particularly important because of the leading part the public libraries are taking in organizing and carrying on adult education throughout the country. The Reading with a Purpose series of the Library Association (see The Survey, Apr. 15, 1926, p. 108) has been one of the outstanding contributions to this new development.

PARENTS of Wichita, Kansas, have had an Opportunity School, this year offering twenty courses of special value to mothers and fathers, through the cooperation of a Parental Education Committee, the Board of Education and such agencies as the federated clubs, the Y.M.C.A. and Y.W.C.A., the P.T.A., and other local groups. Each student paid a fee of $2 on enrolling. All those who attended at least three fourths of the class sessions for which they signed up got the fee back. More than 65 per cent of the fees were returned. The school lasted for twenty weeks. Each class met weekly for a two-hour period. Personal service in solving individual problems was also given by the instructors. Among the courses offered were The Home, Music and Pictures; the Esthetic in the Child's Training, Behavior Problems, Choosing a Vocation, Thrift and Spending, The Rights of Childhood, Danger Signals of Delinquency, Play. In outlining the causes that brought about this experiment, which the superintendent of schools describes as "a tremendous success," the committee in charge asks: "Do parents go too much their own way? Has the home become a mere transfer point? Are young people running wild? Wichita leaders have wondered. What correlation of activities is possible? Hence parental education."

AN IMPROVEMENT in rural school conditions in most of the southern states is reported by the U. S. Bureau of Education for the two years 1924-5. Eleven states which have been among the most backward in educational programs report an advance in salaries paid to teachers, in teacher training and in the length of the school term. Georgia has increased her public school support by $5,000,000 and Kentucky has added nearly $3,000,000 to various levies for public education. Louisiana has increased the percentage of normal or college graduates employed in the public schools from sixty-five to seventy in one year. South Carolina now guarantees seven months schools and Tennessee eight months for rural schools. No single factor will probably have so far-reaching an influence upon the Negro schools in the South, which do not even approach the very low average of the white schools of the region in teaching standards and equipment, as the recently completed Hampton-Tuskeegee Endowment Fund. Of this fund, $2,000,000 was given by George Eastman, on condition that the two schools raise $5,000,000 before December 31, 1925. The schools succeeded in their undertaking three days before the offer expired. The entire South was organized, with headquarters in Atlanta. Many well known Southerners of both races cooperated in the campaign. The alumni of the two schools contributed more than $200,000. In announcing the completion of the fund, Clarence H. Kelsey, chairman of the executive committee in charge of the campaign, said, "The hope of the race lies in the wide extension of the influence and efficiency of these two schools and the multiplication of their graduates until they reach all the colored people of the South and show the way to the proper type of schooling for colored youth everywhere and for the white youth as well."

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COMMUNITIES

What Happened in Columbus

The open controversy between the family service agency and the community chest which has been proceeding in Columbus, Ohio, for more than a year is one of the most critical situations in contemporary social work. The first effort at a complete impartial review of the situation is the joint report of David C. Adie, secretary of the Charity Organization Society of Buffalo, representing the American Association for Organizing Family Social Work, and Allen T. Burns, secretary of the American Association for Community Organization. The report of these mediator-investigators, as yet unpublished, is summarized here without comment.

ON August 31, 1925, the Community Fund of Columbus took formal action excluding the Family Service Society from participating in the 1926 fund by passing the following resolution:

In conformity with the terms of the Statement of Agreement between the Family Service Society and the Single Campaign Committee (now the Community Fund of Columbus and Franklin County) dated September 20, 1923, notice is hereby given by the Board of Directors of the Community Fund that such agreement is terminated, effective December 31, 1925.

The Board of Directors reluctantly recognizes the impossibility of the continuance of former relationships so long as the policy of the Family Service Society makes it impossible for the directors to fulfill their trust to the subscribers and to constituent agencies.

This action was based on demands which, in the experience of the authors of this report, had never been made by any other community fund upon any constituent agency.

The events which led to the break in relationships become intelligible by following two lines of development: first, the changes in the family service and relief policy of the entire community; second, the interrelationships of the Community Fund and the Family Service Society in their day-to-day operations.

The Columbus Relief Situation

The difficulties in changing the service and relief policy of the city grew out of what has been widely known as the Columbus Plan, under which the municipality supplied funds for relief and the Family Service Society supplied the service and administration. This arrangement had become embedded, through twenty years, in the habits and thinking of that part of the community responsible for furnishing service and relief. Varying amounts were appropriated from year to year from city funds and were spent through the private agency for relief purposes. The private society issued orders on local dealers which were honored for payment by the city auditor. These appropriations were granted piece-meal and did not involve any adequate attempt to determine the possible total amounts for the year. In 1920, for example, the city appropriated $12,000, the society spent $18,033.23; in 1921 $19,000 was appropriated and $38,153.74 spent; in 1922, $21,000 was appropriated and $65,707.59 was spent. In each case the balance over the original allotment was met by additional appropriations through the year.

Columbus had never seen money spent for relief on anything like the scale of the unemployment year of 1922; when to the city funds were added $20,372 raised by the Mayor's Committee on Unemployment and $6,541 from the funds of the Family Service Society itself. In the spring of that year the question was raised whether it might not be better policy to distribute such large sums through a public agency. This idea took more definite form when the society asked $67,000 relief appropriations for the year 1923. The city's counter-proposal of an appropriation of $30,000 was in effect a return to the old piece-meal system of supplementary grants, but it was adopted. In the first three months of the year the Family Society overspent its quarterly appropriation by $2,200, and the growing feeling that a public agency should be set up took form in the passage of an ordinance on June 11, 1923, establishing a sub-division of public charities in the Department of Public Safety. By July 20, when this division was inaugurated, the Family Service Society had overdrawn its seven months' city appropriation by $10,000 and had spent in less than seven months nearly half the annual allowance it had originally asked for, although its average number of relief cases per month had been 25 per cent less than its estimate when the original request was made. The report does not discuss the question whether such estimates and expenditures were justified from the standpoint of adequate relief, but their effect on the city council was a matter of direct evidence.

The opening of the city relief agency created a new problem, although the Columbus Plan still affected the public habits of thought. The city now had a superintendent and two investigators to administer its own relief funds; the Family Service Society could no longer merely requisition the city for relief for its clients. But no policy had been worked out for team-play. The Family Service Society, recognizing the need for correlation, began negotiations with the city superintendent of charities. Three efforts to secure an acceptable plan failed, but by March 7, 1924, agreement had been reached on a plan which in effect continued the application of the Columbus Plan. The budget committee of the Community Fund, and the Council of Social Agencies, had both failed to participate in the discovery of a plan of adjustment, and although a committee of the Community

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Fund recommended on June 10, 1924, that "intimate coordination" of the three agencies concerned be brought about, and their recommendation was adopted by the Community Fund, that body took no recorded action to further such an end during the balance of the year 1924. The plan reluctantly adopted by the Family Service Society failed to work, and the difficulties involved account partly for the fact that by the end of 1924 city officials were unwilling to meet officials of the Society for further negotiation. In his annual report at the beginning of 1925 the director of the Community Fund again urged the need of a more precise definition of the responsibility of the city division and the Society, another committee was appointed, but the prompt request of the Society for adjustment was again "referred" to the Council of Social Agencies and apparently ignored. Direct negotiations between the Community Fund's committee and the Family Service Society were in progress when, on February 20, the situation entered a new phase. The relations between Fund and Society became so strained over their own financial arrangements that the president of the Fund sharply criticised the Society to his own board. The Community Fund had allowed more than a year to pass before addressing itself seriously to the adjustment of the work of the city division of charities and the Family Service Society; thereafter that subject disappeared from the picture, and events moved rapidly toward an open break on other issues.

Fund and Society

The direct difficulties between the Community Fund and the Family Service Society have a background in the development of the Society just preceding the operations of the Fund, and in the community status which the Society carried over into its relations with the Fund.

In the fall of 1922 a new executive realized that the Family Service Society was under-developed on its service side. The volume of work was greater than the staff could carry. The case-load had risen from 60 families per visitor in September 1920 until in December 1922 it reached 150. The board approved additions to the supervising and visiting staff: from January to September 1923, the case workers were increased from 11 to 17, and as the case-load fell from 1,299 to 648 in the same interval the average case-load dropped to 62 families per visitor. The seasonal drop is to be considered, but there is a question whether the community had been educated to the need of so rapid a change. The opinion has been expressed in Columbus on several occasions that the Society was going through too rapid and forced a development; it was in this atmosphere that its working relationships with the Fund commenced.

It is impossible here to reproduce in detail, as is done in the report, the history of the financial relations of the Fund and the Society. The actual experience of the first four months of 1924, when the Community Fund began to operate, may be summed up by saying that the Society had placed in its annual budget an item of $8,000 for relief under the conviction that the item might be increased; the Fund had recognized the relief item under the belief that the Society could operate within it, securing additional relief through the City Charities; the Society more than used up its entire relief budget in the first four months of the year; there was no attempt made by the Society to plan a relief policy in relation to $8,000. After supplementary appropriations and the appointment of a special committee of the Fund to consider the Society's situation, the Fund had come by the middle of the year to a recognition of the fact that the Columbus Plan was dead and that a new plan of cooperation must be worked out, and the Society seems to have realized for the first time the need of a plan of operation based on the money actually appropriated to it.

BEGINNING in July the Society made requisitions under two headings: work to be done on the basis of a reasonable monthly proportion of the total relief budget, and work to be done in addition if the Fund approved. The director of the Fund understook to indicate to the Society the families for whom it should care under the second item, over and beyond those that it could care for with its primary allotment. In effect the Community Fund thus took at least joint responsibility for the operation of the Society, and in constantly allowing it funds over and above its budget, helped it to return to its old policy of expenditures unrelated to its known resources. Thereafter, with two attempts to secure a definite statement of policy in regard to extra-budget expenditures, the Society moved in the direction of once more spending what it believed was needed for the relief of its families, assuming the Community Fund would foot the bills.

For 1925 the Family Society was allowed $20,000 for relief. It requisitioned $12,000 for the first two months. The monthly cost of relief per family in January and February 1925 showed an increase of 22 per cent over those for the corresponding months of 1924. This rate of expenditure aroused the board of the Community Fund and led to open criticism by the president of the Fund. The fact is that the Society was acting in relation to the funds available from the Community Fund in much the same way as it had previously acted with reference to city appropriations. Its later official reply to the Fund's criticism and ejection is significant here:

> Relief is given by the Family Service Society on no standard at all.
>
> A family problem presents many alternatives. We might put a family in the county home or we might contribute to its support in its own home. We might leave a tuberculosis patient with so little as to force him to work and get worse, or we might provide enough for him to get well.
>
> In every case needing material aid there are alternatives of how much should be given. A chart, or scale or standard of relief, if practical, would simplify our work, but no practical standard of that kind is known.
>
> If a family is about to be set out on the street for nonpayment of rent, no standard will determine how much rent the Family Service Society will pay if it is decided to help the family find a shelter. The cost of the shelter is the only practical means of determining the needs in that case.
>
> If a child is ill the amount of food supplied or allowed in the family budget is based on the amount and kind which will help the child to get well as soon as possible.
>
> If a child is well and material aid is necessary in the family to keep him well, the amount is based on a food allowance which will tend to keep him well.

However, when the Fund passed a resolution definitely restricting the Society's expenditures to the initially approved budget, the Family Society adopted a right-about-face in its operating policy. After a careful study of cases, it curtailed its work sharply, reducing the families to which relief was given from 324 in February to 79 in March.

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Approximately the same number were carried through the year, and as the families retained were in general those needing a planned and substantial amount of relief, the average per family rose from $19 per month in January and February to $25 per month during the rest of the year.

For the next few months the two organizations were scarcely on speaking terms. They disagreed on fundamental relief policy and hence could not agree on what was to be said to Columbus citizens who wished the Society to care for other families than those for which it assumed responsibility under this strictly limited program.

In an atmosphere increasingly tense the Family Service Society submitted on July 31 its estimate of budget requirements for 1926—amounting to $89,000, or 37 per cent more than the appropriation authorized for 1925, and intimated that it could not be worth while to continue the work of its children's bureau unless the item for that work were granted in full—an intimation that was interpreted as a threat by the Community Fund but was defended by the Society as being in line with a recommendation of the Child Welfare League of America.

Action on the budget was deferred, and a conference was called for Saturday, August 29. At this conference it appears that, in effect, the Family Service Society was given twenty-four hours in which to decide whether it would consider a change of officers and policy or be excluded from the Fund. On the ground that the time given was too short for such important decisions, the Society held no meeting and on Monday the Community Fund passed the resolution cited at the beginning of the report, excluding the Society from the 1926 campaign.

The investigators call attention to the fact that on more than one occasion the Family Society had appealed to the Community Fund for an investigation of its methods and practices, if made by an impartial and competent person. These suggestions were not viewed favorably by the Community Fund.

Efforts for a Settlement

Subsequent developments must be reviewed rapidly. A newspaper controversy between the Fund and the Society immediately followed the formal break. The efforts of a joint committee to compose the differences lapsed when the Family Society finally rejected, shortly before the Fund's campaign, the plan of settlement as agreed upon by the joint committee. On October 22 the Community Fund decided to include in its 1926 budget a sum for relief "to reasonably cover such needs as can not be legally met by the City Division of Public Charities or by other agencies"—in other words, to dispense relief without the service of the Family Society. The Society countered by mailing an appeal for funds just prior to the chest's campaign. The Community Fund set up a Supplementary Relief Committee to administer its budget allowance of $32,000 for relief.

In September mediation was suggested by the American Association for Organizing Family Social Work; Mr. Adie and Mr. Burns began in December a fact-finding study of the entire situation. After it was completed, the Supplementary Relief Committee invited the investigators to return to Columbus and develop a plan of adjustment between all the agencies involved. They did so, and a plan was formulated, of which only the principal points can here be noted:

A strong public and a strong private agency are recommended, the public agency, in view of the Columbus situation, to bear the larger share of relief costs.

The division of cases to be based on conference and experience rather than arbitrary rules, in general the public agency to handle those cases where the need of lesser case work is apparent.

The service of the public agency to be strengthened if possible by service given on request by the private agency, and by the addition of a well-trained case-worker to its staff.

The Community Fund to take its full share of responsibility for the existing crisis and to invite the Family Service Society to a new participation.

The Supplementary Relief Board to cease to function after transferring its responsibilities.

The principle of limitation of intake to be fully recognized and the Family Service Society to allow its relief policy to develop with the greatest possible flexibility but in such a manner as will assure its living within its budget. Additional relief needs to be met by the public agency.

No additions to be made to the staff of the Family Society during 1926, later developments to follow conference and agreement with the Fund.

An active and representative sub-council on family welfare to be developed through the Council of Social Agencies.

A further element in the plan which was to be recognized verbally by gentlemen's agreement was that the president and secretary of the Family Service Society should not take part in the operation of the plan. This the mediators proposed as a means of relieving the existing personal incompatibilities with the least disturbance of the local social machinery. The proposal was definitely not an allocation of blame nor a recognition of any demand made by the Community Fund.*

On March 20, 1926, the Family Service Society notified the mediators that it had accepted the settlement in toto. The Supplementary Relief Society, however, referred the proposal back to the Community Fund without recommendation. The Community Fund has not, at this writing, taken action. The report ends with the statement that neither the Supplementary Relief Board nor the City Division of Charities as now organized can possibly render to the city of Columbus an adequate family social service and the insufficient service in this field of social work must now rest squarely upon the shoulders of the Community Fund.

IN A VIGOROUS pamphlet entitled Shall Boston Adopt the Community Chest?—a statement that contrasts refreshingly with the second-hand shuffling of anonymous generalizations that has characterized some anti-chest propaganda—Joseph Lee registers his opinion that "the objections" to the chest "are conclusive so far as Boston is concerned." Mr. Lee compares the financial support of social work in Boston and Cleveland to demonstrate that Boston would not gain and might lose financially by the substitution of the single joint campaign for its present individualistic methods of money-raising, and concludes: "The most important, and to my mind conclusive objection to the community chest is its inevitable hostility to new things. The function of social work is pioneering. Its support, as we have seen, comes in every city, under the community chest or otherwise, from very few. This money constitutes what may be called the imagination fund, the small but precious contribution of those who have seen a vision and will back it. It is to this fund, pitifully inadequate as it is, that the community owes its prospect of advance."

* The secretary of the Family Service Society has resigned.

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LET THERE BE LIGHT

Books in Our Alcove

A Monthly Survey of Current Publications

Insight—At a Price

THREE significant publications in the field of race relations come to my desk from a movement that became well known as the Conference on the Christian Way of Life. For various satisfactory reasons it was decided not to continue this as the official title, but the old name orientates us too well not to receive mention. The study manuals here reviewed represent movements along three related lines: a change of emphasis from a religion of theology to a religion of living; a definite reaction against racial prejudices with a definite effort to lessen their hold in American life; and a change toward a more democratic way of dealing educatively with differences of opinion and conduct. Let us consider these three movements in the order named.

The change of emphasis from theology to living is perhaps sufficiently indicated by contrasting the two terms, "theology" on the one hand and the "Christian way of life" on the other. Theology as here used may be defined as a system of thought about God in his relations to man, particularly concerning sin as man's violation of the proper relations with God and salvation as the restoration of such relations. The intellectual *zeitgeist* following the leadership of science has greatly undermined the hold which such a theology once had. Increase of knowledge has decreased belief in miracles. Biblical criticism has all but destroyed faith in an inerrant bible.

Among the varied reactions to the situation thus too briefly described is that of "the Christian way of life." This movement stands in sharp contrast with the noise and turmoil of a fight over theology by proposing to give its emphasis to putting into effect here and now in our social life the Christ way of behaving. Thus far four lines mark its organized inquiry into what this way of living would mean if consistently carried out: international relations, industrial relations, race relations, and the church and its ways. The publications here under review have to do with the third line of inquiry, the problem of racial relations in our country.

The reaction against racial prejudices extends, of course, beyond this particular group of inquirers. Those who have associated recently with the better type of college student or with Y. M. C. A. or Y. W. C. A. groups and many others that might be named have discovered a quiet but none the less definite determination that race prejudices shall no longer go unchallenged. The last five years seem to have crystallized a change. Possibly the Ku Klux movement has helped to produce its own antitoxin. Be the cause what it may, a current in this direction is distinctly visible to those who will open their eyes. It is to help in connection with this movement that the manuals under review have been written.

The new name under which the books are published, The Inquiry, indicates a new attitude—a new spirit and method of dealing with disputed questions. The books are built on the theory that inquiry is the best method of dealing with those who differ from us. I think I am right; so does the other man. We should both prefer the truth of the matter to what either of us has thus far thought was true. If we can come together in true cooperative spirit, we shall both have a better chance to learn and on this basis truth has the best chance to prevail. If either view will stand the test, others will see it. If it will not stand the test, the sooner it is found out the better. Probably

NEXT MONTH'S LEADER

The Rise of Modern Industry

By J. L. and Barbara Hammond

A dramatic presentation of a century of industrial development, with far-reaching implications

Reviewed by Joseph K. Hart

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the truth is more complicated than either side has seen it to be. If so, the better reason for a cooperative attack.

"But," some will hasten to say, "this is at least as old as Socrates." And so it is. But none the less there is now in progress in these United States a clear and definite tendency, seen best in college and "Y" circles, to choose this old and better way for use in group conferences where hitherto less democratic procedures have prevailed. The effect of this attiude is obvious in the management of conferences. The usual way has been for the inside circle to select in advance what should be "put over" and then with "high-power" speakers proceed to put it across, coming forward at the psychological moment with properly prepared resolutions, so that the convention, in current parlance, "records its judgment." The new way, which Harrison Elliott has done most to introduce, tries to use democracy both in analyzing out the issues and in reaching conclusions. Alternate large group and small group discussion, to locate differences and weigh reasons and values, is the chief feature of the new procedure. While there are difficulties of technique yet to be worked out and embodied adequately in correlative habits and attitudes, the movement has made surprising headway.

These books represent the same discussion movement carried over into class group study. The pamphlet on Alien Registration excellently illustrates the procedure. The emphasis is in fact on inquiry. The study is of the Aswell bill for the compulsory federal registration of all aliens. The manual takes no position either for or against the bill. The authors are astonishingly content to leave that issue to the reader's study. The more immediate aims of the authors have been to help in the analysis of the issues involved and in the evaluation of their significance. In all this the effort has been to help others think, not to do their thinking for them. Certain remoter aims are even more significant though less obvious to view. Here the effort is clearly to build sensitivities corresponding to the significances that may be found. Here as elsewhere the specific outcomes are not determined in advance, but left where they properly belong, in sequence as the legitimate results of really open-minded study. It is faith of this sort, and the willingness to abide by the results both immediate and concomitant, that make this study manual so different from the customary propagandist effort.

Some may ask whether this is not after all simply a more subtle, a more skilful propagandism. Two answers are necessary. First, the authors do not pick in advance the opinions and attitudes which their readers are to carry away concerning the merits or demerits of alien registration. They leave the readers to do their own choosing. Thus far the procedure is exactly the opposite of propagandism; rather is it the antidote of any bias in advance which the author's themselves might hold. The authors may believe that they can foretell what the result swill be, but the procedure itself carries the means of correcting their error. Such a procedure consistently carried out is the acid test of professed opposition to propagandism in the bad sense of that term. But there is a second answer. This procedure is propaganda for the position that people should learn to think and decide for themselves. It is propaganda for the position that we do right to make people more capable of deciding and more disposed toward deciding for themselves in social and political matters. If this be democracy—and in this field it would be hard to find a better definition—then this procedure is propaganda for this democratic procedure. But even here, by implication at any rate, the procedure is self-corrective. It promises to build the habits and attitudes which are most likely to criticize itself.

One specialized aim of the manual regarding Alien Registration should be noted. The authors hope to show a way for increasing and widening the part taken by the private citizen in making the laws of our country. The kind of analysis and study here developed should lead a local study group to a study of the elements of the problem that it knows most about, namely the elements that are closest to it and affect most closely the interests that lie round about it. In this way the members of the group may hope to "speak with authority." In such a procedure a group of ordinary citizens can make a real "contribution" to almost any matter of public interest. For example a local group might seek to ask, How do you individual aliens in this community feel about the proposed registration measure? How did registration work out as viewed by the enemy aliens during the war? How do the actual leaders of alien groups in this community feel that the measure will affect their groups?

The other two manuals, And Who Is My Neighbor?, and All Colors, attack directly the general problem of racial relationships. While the aim of responsible cooperative thinking is the same, the different task necessitates a different and more difficult treatment. In order to get intelligent discussion they must furnish a considerable body of material illustrative of the various respects in which race prejudice manifests itself. Great care has been taken not only to present the various sides of each aspect of the problem, but also to ask questions which will provoke thought without unduly directing it. The reviewer knows from years of personal experience with the discussion method how difficult it is to avoid all pitfalls. The discussion must be real and free, yet it must progress. The illustrative material must be fairly representative. It must provoke to thought but not to anger. Nothing short of actual trial can ever tell how well a given set of questions or given set of selections will succeed. The questions and selections in these books look to be very good. The reviewer also knows how sensitive the holders of deepseated prejudices are to questions and illustrations which seem to put these prejudices in an unfavorable light. With the best of intentions back of them and all the care expended on them, these books, dealing as they do with one of the most sensitive regions in American life, will surely provoke some to irritation. But any study group that goes at its work with vigor and with its minds even half open will, I believe, find itself amply repaid by greater breadth of view and by a growing sense of duty to the handicapped among us.

It seems a fair conclusion that a new and valuable contribution has been made to the study of social science by these manuals. They show the way to stimulate thought and lead it along fruitful lines and still leave to the students in remarkable degree the right and necessity of doing their own thinking. The cooperative search should be greatly helped by the method here shown. But the price must always be kept in mind. It is the price of real democracy.

WILLIAM H. KILPATRICK

ALIEN REGISTRATION. *A study outline. The Inquiry. Paper covers. 44 pp. 35 cents, $3.50 per dozen, postpaid of The Survey.*
AND WHO IS MY NEIGHBOR? *An outline for the Study of Race Relations in America. The Inquiry. 231 pp. Paper 75 cents, $7.50 per dozen; cloth $1, $10 per dozen, postpaid of The Survey.*
ALL COLORS. *The Inquiry. 160 pp. Paper $1, $10 per dozen; cloth $1.25, $12.50 per dozen, postpaid of The Survey.*

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Experience and Nature

A Running Comment on John Dewey's Masterpiece

VII. What Is Language?

"OF all affairs, language is the most wonderful." But some will say that language is so natural, so intimate a part of us, that there is nothing wonderful about it: the wonder is that there are human beings who cannot talk, who are *dumb*. But anyone who has essayed to learn a "foreign language" realizes how complicated is the structure of even so common an instrument as language, for all its natural simplicity in "the mother tongue." Anyhow, language is more than talk!

Language has made the difference between the brute and man. Discourse "changed dumb creatures into thinking and knowing animals, and created the realm of meanings." This is the distinctive characteristic of the human being: he lives in a world, not of mere things, mere existences, but of things and existences that signify, that have meanings, that denote eventualities, that point to future contingencies, that reveal deferred intentions, that rouse hopes and expectations and fears, that tell of dangers and defeats, achievements and fulfillments. Language carries these released meanings; and in this world of meanings, the partaker himself comes to have meaning: he becomes a being of large discourse, looking before and after; and life comes to have meaning.

That is to say, *mind* emerges through the dramatic movement and the social content of discourse. Through communication, enlarging areas of the world have been occupied and made intelligible. Through converse, hitherto unrelated ranges and items of the universe have been brought into significant contact with each other: their interrelated meanings and their bearings upon specific aspects of experience have been revealed. Out of communication comes soliloquy, and that growth of reasoning and judgment which mark the high tides of intellection. Soliloquy does not produce these: soliloquy is the product of converse with others. "If we had not talked with others, and they with us, we should never talk to and with ourselves." It is in the social world of discourse, converse, communication, that man becomes human, reasonable, intelligent; and language is the instrument by which this social world of meanings becomes the possession of each of its real members. May we not therefore rightly say that language is "the greatest single discovery of man, putting him in potential possession of liberation and order"—that is, of all the world of meanings?

But, to most people, language is but a practical convenience—a sort of tool, having no fundamental intellectual significance. They think that language is made up of *words;* that a sentence is a string of words; and that a book, for instance, is nothing but some thousands of words "laid end to end." Writers of books have a great "gift of language." Words *express* thought, they assume, as a train expresses freight: some trains are full, some are empty—and it's all a mystery. Some books are full of *ideas;* some are empty of *ideas,* though equally full of *words*—and that's mystery, too. Some writers have ideas—so that the ideas overflow the language and flood the whole terrain. Others have no ideas, or at least if they have, they don't seem to be able to get their words to express any of them. One does not have to have ideas in order to be either a writer or a talker: one has to have language, words—that is all—and the ability to lay them end to end. This is one theory.

Unfortunately, our educational methods in the field of language lend a good deal of practical support to this conception of the nature of language. Pupils get their school words out of the dictionary. They do not get *meanings;* they get *definitions.* There is a world of difference between a meaning and a definition: meanings are rooted deep in the nervous system, because they have been experienced; definitions are stored, more or less tmporarily, in the memory, because they have merely been read. So when, in schools, words taken from the dictionary are "laid end to end," the result is usually something fearfully and wonderfully made. The much-touted "dictionary habit" is probably one of the worst of all habits—when it is made a means of lazily escaping the responsibilities of helping children to get the experiences that inhere in words.

Language did not come into existence ready-made. It began—and it still begins—with sounds and gestures that were not originally used for purposes of communication. A sound, a gesture, a written mark is not at first a *word.* It is just a sound, or a gesture, or a written mark. "It becomes a *word* by gaining meaning"—so that thereafter two or more people come to have a community of action when that sound, or that gesture, or that written mark appears. Language can appear only in an organized social milieu, wherein the sounds, and gestures and written marks which even the solitary animal might make become mediators of social conjunction and interaction.

Hence, language grows, and it must always grow. *Words* cannot be held to specified meanings. Words are modes of social interaction, and they ought to take the consequences of that fact in this mobile world. Few interactions remain definite. Hence, few words remain defined. Therefore, no living community can safely permit itself to be dominated either in its discourse or in its institutions by old words that have escaped from life and settled down to an existence in the dictionary or other sanctuary.

Finally, no one can use language with discrimination who gets his words only out of the books. Words are not used merely to *express* thought. They are also tools by means of which thought is "pried loose" from the context of action and feeling and brought into clear definition of contour, into fully realized meanings. That is to say, language is the "single greatest discovery of man"—because it is, rightly considered, the actual texture of *mind.* In discovering language, man discovered his own mind.

EXPERIENCE AND NATURE, *by John Dewey. Open Court Publishing Co. 443 pp. Price $3.00 postpaid of The Survey.*

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Pace-Makers

REBEKAH KOHUT writes, in her autobiography: "Life, above all, is a going on, a never resting. And I see myself always going on, never pausing in the present, always restless, always straining forward for something that has not been but should be." Daughter of an intellectual, a Hungarian rabbi who migrated to the United States in the late 'sixties, she married another Hungarian rabbi, the friend of Kossuth and a great Jewish scholar, who came to New York to be the leader of conservative Judaism. The background of culture and ideal of service continued from childhood into marriage directed Mrs. Kohut's activities outside of her home—where she has been the wife of a very busy man and stepmother to his eight children—into practical social work. Her autobiography records many beginnings in social welfare, Jewish and non-Jewish, local to New York and national. Social work, however, has only second place in Mrs. Kohut's life. Primarily she is devoutly Jewish. Her autobiography tells of her own spiritual progress and gives an excellent account of the development of Judaism in America, the schism between the conservative and reform branches, and the leaders of both groups.

MY PORTION. *An Autobiography, by Rebekah Kohut. Introduction by Henrietta Szold. Thomas Seltzer.* 301 *pp. Price* $3.50 *postpaid of The Survey.*

Mr. Gavit on Opium

OPIUM, *by John Palmer Gavit. George Routledge & Sons, Ltd., London.* 251 *pp.*

MR. GAVIT has made a valuable contribution to the literature on opium. His book is the work of an experienced journalist accustomed to gage motives and objects, who attended the sessions of the Opium Conferences in Geneva and who made good use of his time in collecting and thinking through the great mass of material which his book gives evidence he possesses. He distributes freely praise and blame, notably blame, which as those who have had experience in the opium struggle know, is the principal reward of workers in the campaign.

Mr. Gavit gives a good statement of the nature of the problem, presenting the importance quantitatively of smoking opium where the great bulk of opium is consumed, and the qualitative importance of the manufactured drug. He shows the difficulties in the way of effecting any immediate decrease in the quantity of opium produced and that the next step is to get control of trade in opium and cocaine and of manufacture. He vigorously counters the defenses of the use of opium in India and adds to the other reasons for urging action that opium reduces resistance to disease and therefore makes opium users in the Orient a source of pestilence.

Mr. Gavit was deeply disappointed in the conference and makes clear the duty of the citizen through whose efforts, spurred on by accurate publicity, he sees salvation.

In respect to the domestic situation in the United States the author has put his finger on the difficulty, which is rather a lack of efficient administration of the law than a lack of legislation. The point that the whole revenue from the licensing of dealers and physicians should be spent on enforcement is one that has been urged by physicians and others interested in suppression of the vice and it should be more vigorously pushed. He overwhelmingly proves his point that it is only through international action that a country can be kept clean of the drug and that the United States must continue to aid whatever international organization is set up, whether or not it becomes a party to the new treaties creating an Opium Control Board.

Technically the reviewer disagrees with the author's notion that a joint resolution of Congress binds American negotiators. As an evidence of the probability that the Senate will not approve a treaty not in accord with the resolution and that Congress will not pass the necessary legislation to carry out such a treaty the resolution is important, but that Congress can in this way give direct instructions to negotiators for the United States is in conflict with the principle of the administrative control of negotiation.

J. P. CHAMBERLAIN

Columbia University

Near Easterners

THE DANCING GIRL OF SHAMAKHA, *by Count de Gobineau. Translated by Helen Morgenthau Fox. Harcourt, Brace.* 340 *pp. Price* $2.50, *postpaid of The Survey.*

MRS. FOX writes in her translator's preface: "I have read all I could find on the Near East ever since I lived there and have never found a truer or juster portrayal of these people by a westerner. It is my hope in making this book available to a wider circle of readers that more people will come to understand and like the men and women living in the Near East." Mrs. Fox has lived in the Near East (her father was for years ambassador to Turkey and in charge of various other American interests in those parts) and she says of de Gobineau: "He was a philosopher and a student, and his rich mind and experience give his stories a universal, lasting appeal. He draws his characters in the settings of their origins, their histories, and their social and physical surroundings."

De Gobineau, himself, wanted, he says "to describe the bravery of some, the romantic ideas of others, the innate goodness of these, the deep-seated integrity of those; how some are carried beyond all bounds by the passion of patriotism, some by whole-souled generosity, devotion or affection; how all are incomparably indolent and are the absolute slaves of their impulses, whether these are good or evil."

Any one who would know the Near East in its politics or its economics—factors now so important in world affairs—must know it, first of all, in its personalities. These five tales are an excellent beginning of such knowledge. They carry the mystery, the adventure and the charming unreality of the East; and in Mrs. Fox's translation from de Gobineau's French the stories have melted out of the original language into the English without losing any of their mystery or charm.

J. K. HART

Sociology Takes the Subway

THE CITY, *by Robert E. Park, Ernest W. Burgess, Roderick D. McKenzie. University of Chicago Press.* 239 *pp. Price* $2.00, *postpaid of The Survey.*

I FOR one have found this a thrilling book. In common with a rapidly growing segment of America, I find my life bound up with a great city. Its superficial hurly-burly conditions my nervous reactions. Its economy governs my pocket-book. Against its broken rhythms the theme of my own life must be worked out. Again like most Americans, I make most of these enforced adjustments either unconsciously,

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Mind-Stretchers

OTHER Peoples' Daughters, by Eleanor Rowland Wembridge—because Mrs. Wembridge is contagiously interested in girls and boys *as* girls and boys; because she presents problem people without losing the people in the problem; because she writes of sex without priggishness and tragedy without sentimentality; because she tries, for herself and the reader, to understand youngsters in trouble without feeling superior about them; because the scientific attitude and a sense of humor, like two nibs of her pen, shape everything that she writes. Many of these sketches of young folks with old difficulties were first published in The Survey.

Houghton Mifflin. 333 pp. Price $2.50 postpaid of The Survey.

or with a halting understanding of what is happening to me, to my job, to my social relationships.

Here is a primer of ctiy life which is packed so full of questions about my affairs and yours that it gives reason to hope that the sociologists—certainly those whose current program of research and synthesis at Chicago University is here summarized—will succeed in making the city more intelligible to all of us who live in it and more subject to social control. Its opening chapter, by Professor Park, on Human Behavior in the Urban Environment, not only brings the focus of sociological inquiry down to the very stuff of daily life, but isolates and defines enough problems to keep his colleagues busy—and fruitfully so—for a generation.

The distinctive quality of the book, aside from this factual humanism, is the imagination that has gone into the discovery and recognition of elements in the city's interplay of motive that have hitherto had scant consideration from the social sciences. Thus the authors find room for a chapter on the Natural History of the Newspaper; in a sketch of Magic, Mentality and City Life a relationship is intriguingly suggested between black magic in the Caribbean and the "rooting" of the bleachers at a ball-game; an entire chapter is given to Community Organization and the Romantic Temper:

"We are everywhere hunting the bluebird of romance, and we are hunting it with automobiles and flying machines. . . . We are seeking to escape from a dull world instead of turning back upon it to transform it.

A new triangle of delinquency is established: not the old triangle of French farce, but one that is worked out with spot-maps to reveal a curious correlation between human contacts and neighborhood isolations.

There is no attempt in this small volume to do more than stake out the boundaries and establish the direction of a deal of future exploration. The whole book may serve some day as a preface to a new *comédie humaine*.

GEDDES SMITH

RUN OF THE SHELVES

A descriptive list of the new books

Community Affairs

HOW SHALL COUNTRY YOUTH BE SERVED? *by H. Paul Douglass. Doran. 259 pp. Price $2.50 postpaid of The Survey.*

PAINSTAKING research into the more objective aspects of the rural work of the Y.M.C.A., Y.W.C.A., Boy and Girl Scouts and Camp Fire Girls and their interrelationships, culminating in a proposal—approved by the agencies—for experiments in intensive cooperative extension of character-building service. A useful book and one that should be influential—but a very limited answer to its title-question.

DRAMA IN EDUCATION, *by Grace Sloan Overton. Century Co. 278 pp. Price $2.50 postpaid of The Survey.*

ABOUT HALF "THEORY" and half "technique," this is designed as a text-book for the study of "the value and use of the dramatic method in secular and religious education." It will be of service chiefly to those who come without much experience to the enterprise of directing and staging religious drama.

GIRL'S CLUBS, *A Manual for Leaders, by Helen Ferris. New Edition. Dutton. 319 pp. Price $2.00 postpaid of The Survey.*

RELIGIOUS DRAMA, *Vol. 2, selected by the Committee on Drama of the Federal Council of the Churches of Christ in America. Century Co. 316 pp. Price $3.00 postpaid of The Survey.*

TEN PLAYS which, according to the publishers, "are characterized by a dramatic quality Aristotle himself would have approved of, an artistry the most critical first-nighter will admire, and . . . equally suited to production on Main Street or Fifth Avenue." Acting versions must, of course, be secured for production purposes.

THE SPRINGFIELD CHURCH SURVEY, *by H. Paul Douglass. Doran. 445 pp. Price $4.00 postpaid of The Survey.*

"PROTESTANTISM'S avoidance of first-hand contact with social need results in nothing less than a limitation of its place in modern urban civilization." This is a sample of the hard-hitting fact-finding service of this new report from the Institute of Social and Religious Research. The author's own summary is that "Springfield Protestantism has a fighting chance."

THE GANG AGE, *by Paul Hanly Furfey. Macmillan. 184 pp. Price $2.00 postpaid of The Survey.*

A RAPID sometimes superficial review of psychological and sociological material tending to explain the pre-adolescent boy. Mr. Furfey, an instructor in sociology at the Catholic University of America, doesn't quite chew what he has bitten off, but his book is a refreshing contrast to the sentimental claptrap so often fed to workers with boys.

THE BOYS' BOOK OF CANOEING, *by Elon Jessup. Dutton. 104 pp. Price $2.00 postpaid of The Survey.*

THE RELIGION OF UNDERGRADUATES, *by Cyril Harris. Scribners 87 pp. Price $1.25 postpaid of The Survey.*

THE AUTHOR was at one time university pastor of the Episcopal Church, Cornell University. He knows some of the hard facts—not *morally* hard, but *intellectually* hard—which many people suspect but which few admit. His facts are indisputable. As for his conclusions from those facts—every one to his own taste, if he have no other basis of drawing conclusions.

Health

THE LITTLE CHILD IN OUR GREAT CITIES, *by W. Bertram Ireland. American Child Health Assn. 201 pp. Price $1.50 postpaid of The Survey.*

THIS STUDY by the American Child Health Association presents a rapid, and therefore superficial, survey of work for the pre-school child in twenty-four of the large cities. The first part is a narrative account of the different types of organized effort for the health of the child; the second section deals with the "status" of pre-school health activities as gathered from playgrounds, convalescent homes, day nurseries, etc. By "status" is evidently meant the extension of the various kinds of activities for the child, rather than the quality of standards of work. On this latter point the study is disappointing. Anyone interested in launching work for the little

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child in a new community would find few guide-posts here in the way of evaluation of existing efforts. There are, however, fascinating clues and bits of information as to developments throughout the country.

HELEN GLENN TYSON..

FRESH AIR AND VENTILATION, *by C.-E. A. Winslow. Dutton. 182 pp. Price $2.00 postpaid of The Survey.*

A SUMMARY in simple form, for the use of those of us who are neither physicians nor health officers nor engineers, of the findings of the New York State Commission on Ventilation (see The Survey, Dec. 15, 1922). A revolutionary and useful body of fact.

HEALTH THROUGH PREVENTION AND CONTROL OF DISEASE, *by Thomas D. Wood and Hugh Grant Rowell. World Book Co. 122 pp. Price $1.00 postpaid of The Survey.*

THE IMPORTANCE of the School Health Program is more keenly appreciated than ever before, not only by the professions involved but also by the general public. This book presents the prevention of the spread of communicable diseases as a basic factor in this program. The successful control of these diseases demand not only skilled medical and nursing service in the public schools but also the cooperation of school administrators, teachers and parents. The specific obligation of each person concerned is clearly stated; standard forms and blanks are suggested for the use of school authorities. Each of the common contagious diseases of school children is given brief consideration with a statement as to the nature of the disease, its cause, mode of transmission, and methods of control. There is a separate chapter on the diseases of the skin and the mucous membranes. This should prove a convenient and useful reference book for teachers and school officials. The definiteness with which administrative procedure are set forth will make it useful to school physicians and nurses. C.T.

EARS AND THE MAN, *by Annetta W. Peck, Estelle E. Samuelson, and Ann Lehman. F. A. Davis Company, Philadelphia, Pa. 217 pp. Price $2.00 postpaid of The Survey.*

THE sub-title of this volume, "Studies in Social Work for the Deafened," indicates the field of practical information which it covers. As the authors insist, the "deafened," persons who have lost their ability to hear, must be carefully distinguished from the "deaf," those who never have heard, and who therefore must be taught to speak as well as to make their other senses serve them instead of hearing. The advice in this book is given in simple readable form; it includes the psychological aspects of loss of hearing; the use of hearing devices, and of lip-reading; the special problem of vocation, education, recreation and other relationships which must be faced by the deafened and their friends; and a brief statement of some of the preventable types of deafness, of the right of the deafened to marry, with a number of interesting case stories. M.R.

LIGHT AND HEALTH, *by M. Luckiesh and A. J. Pacini. Williams & Wilkins Co. 298 pp. Price $5.00 postpaid of The Survey.*

THE subject of light has acquired a new interest during the past few years since it has been shown that animals, especially during this period of rapid growth, are dependent upon sunlight for normal development. The authors of this book "have attempted to sort out a sufficient amount of data which in their judgment is acceptable for presenting a picture of the relationship of radiation to life and health." The term "light" is used in its extended sense to include various forms of radiant energy and radiation. There are chapters on the relation of light to life in general, and several on its relation to the various organs in the body; to the glands, to the skeleton, to the muscles, to the nerves, to the viscera, and to the special organs. The book concludes with a chapter on the psychological effect of the various colors, and of day and night, and a consideration of the best methods of providing artificial illumination so as to avoid eye strain and fatigue. As the authors state in the preface, the subject matter often borders on the unknown, and it must have been difficult in many instances to decide what data to accept or to reject. In the main, critical judgment has been displayed and careful selection has been made from the voluminous literature on this subject. If any criticism can be made, it is perhaps in the relationship which is supposed to exist between light and the glands of internal secretion. No doubt such a relationship exists, but the scientific data on this aspect of the subject are at present so scanty as to make it unwise to delve too deeply into the future. This volume will prove of interest to hygienists, physicians and physiologists, and parts of it may even be of interest to the general reader. The subject matter is clearly and interestingly presented, and contains helpful illustrations and charts. ALFRED F. HESS, M.D.

REST WORKING, *by Gerald Stanley Lee. The Coordination Guild. 400 pp. Price $2.50 postpaid of The Survey.*
THE SUBCONSCIOUS SELF, *by Louis Waldstein. Reissue. Charles Scribner's Sons. 171 pp. Price $2.00 postpaid of The Survey.*
SOURCE BOOK IN HEALTH AND PYSICAL EDUCATION, *by Thomas D. Wood and Clifford L. Brownell. Macmillan Co. 590 pp. Price $2.50 postpaid of The Survey.*
DISEASE PREVENTION, *by H. H. Waite. Thomas Y. Crowell Co. 667 pp. Price $4.50 postpaid of The Survey.*
PUBLIC HEALTH LAW, *by James A. Tobey. Williams & Wilkins Co. 304 pp. Price $4.50 postpaid of The Survey.*
THE MODERN HOSPITAL YEAR BOOK 1926. *Modern Hospital Publishing Co. 779 pp. Price $2.00 postpaid of The Survey.*

International Affairs

THE ORIGIN OF THE NEXT WAR, *by John Bakeless. Viking Press. 318 pp. Price $2.50 postpaid of The Survey.*

BEFORE the catastrophe of 1914, year after year, soldiers, statesmen and publicists were giving the world fair notice that war was coming; the world smiled politely and did nothing. Here is the record of past prophecies that came true, and the deadly parallels in the present.

EUROPE AND THE EAST, *by Norman Dwight Harris. Houghton Mifflin. 677 pp. Price $5.00 postpaid of The Survey.*

A RAPID SURVEY of the political relations of European powers and Asiatic peoples.

AN AMERICAN PEACE POLICY, *by Kirby Page. George H. Doran Co. 94 pp. Price $1.00 postpaid of The Survey.*

AN ARGUMENT by a well-known religious leader for the World Court, the outlawry of war, a "new harmony peace program for America," a League of Nations, and the assumption by America of a real share in the task of international organization. Ex-Justice John H. Clarke has provided a commendatory Foreword.

THE POLITICAL AWAKENING OF THE EAST, *by George Matthew Dutcher. The Abingdon Press. 372 pp. Price $2.00 postpaid of The Survey.*

A HISTORY PROFESSOR spent his sabbatical year 1921-2 in the East and returning, lectured on Egypt, India, China, Japan, and the Philippines. The lectures grew into this book, which carries the story through 1924. Mildly liberal, well-informed, packed with facts, and always friendly in tone, Mr. Dutcher's book is good sober introduction to the recent political history of the East. Like the elder school of historians, his eyes are focussed on governments.

Industry

WOMAN'S DILEMMA, *by Alice Beal Parsons. Thomas Y. Crowell Co. 311 pp. Price $2.50 postpaid of The Survey.*

HERE is the attempt of a feminist who loves and believes in homes to answer two of the most violently debated questions of the day: should all women have jobs as a matter of course, as men do? If women all have work outside the home, what is to become of the home? Against a background of sound psychological and sociological training, Mrs. Parsons examines the evidence as to whether difference in sex means difference in physical strength, mentality and character traits. She considers

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the modern domestic routine as a full time job for a capable, well educated adult. Her chapters on the further reduction of housework by methods of industrial efficiency are hopeful and exciting reading for any man or woman wrestling with the work-job dilemma. Finally, Mrs. Parsons reaches the heartening conclusion that if she can have the satisfaction of congenial work and the human satisfaction of home and parenthood, woman will no longer go "carrying her sex like a burden on her shoulders. . . . Given the opportunity to develop fully, she will be a better mother, a more satisfying object of love, a more useful member of society." B.A.

COMBINATION IN THE AMERICAN BREAD-BAKING INDUSTRY, *by Carl L. Alsberg. Stanford University Press. 148 pp. Price, cloth, $2.00, paper, $1.50 postpaid of The Survey.*

HOW "the staff of life" became the object of "mass production" and how such vast mergers as the Ward, General and Continental bakeries were effected is here told by a former chief of the Bureau of Chemistry, U. S. Department of Agriculture. Mr. Alsberg looks at this business development from the point of view of the investor, the wheat farmer, the miller and, finally, of the public.

MAINSPRINGS OF MEN, *by Whiting Williams. Chas. Scribner's Sons. 313 pp. Price $1.50 postpaid of The Survey.*

AMONG our ambassadors of industry, Whiting Williams takes first rank. Across the boundaries of class and nationality, he succeeds in making us see the other fellow as he really is and feels and has his being. This is the most useful of the author's books because it brings together for students the quintessence of the intimate knowledge he has gained in his many vocational disguises of those motivations that are common to all men yet express themselves in an ever surprising variety of reactions. In simple language which everyone can understand and with a multitude of good stories he discusses these "shop imponderables" which so constantly escape the economist—and too often also the efficiency expert. This is the first book, so far as we are aware, to emphasize the element of prestige in industrial relations in ways that make for its practical consideration in policies of management. Technically, the book is particularly suited to class-room uses. Key passages are printed in italics. Each chapter is followed by a collection of case problems and a well selected list of readings. B.L.

ORGANISED LABOR AND THE LAW—with special reference to the Sherman and Clayton Acts, *by Alpheus T. Mason. Durham University Press. 248 pp. Price $2.50 postpaid of The Survey.*

A LUCID and clear exposition of the status of labor organizations at law. The first part of necessity deals with the development of English labor law. This shows the characteristic difference between the two common law developments: in England early statutory definition of the rights of labor; in America, despite the bills of rights in the state and federal constitutions, the growth dependent almost entirely on judicial decisions.

LYCURGUS OR THE FUTURE OF THE LAW, *by E. S. P. Haynes. Dutton. 82 pp. Price $1.00 postpaid of The Survey.*

THIS brief discussion of the possibilities for social betterment and more genuine individual freedom through legal reform is as thought-provoking and as beautifully written as the preceding books of the famous Today and Tomorrow Series of which it is the latest volume.

THE ETHICS OF BUSINESS, *by Edgar L. Heermance. Harper. 244 pp. Price $2.00 postpaid of The Survey.*

THIS is a competent study of an encouraging improvement in trade practises and in the development of business codes. The author sees the growth of ethical standards in modern industry as part of the emergence of a new science of "social ethics," of which this development is a part. (See Ethics and Business, by Richard C. Cabot, M.D., The Survey, April 1, 1926.)

LABOR RELATIONS IN INDUSTRY, *by D. L. Hoopingarner. A. W. Shaw Co. 553 pp. Price $4.00 postpaid of The Survey.*

PERHAPS the most distinctive merit of Mr. Hoopingarner's new book is its consistently high-minded, generous and social outlook upon the problems of the worker in industry. A quality of wholesomeness and buoyancy pervades the study, so that while the book reflects no false optimism, it gives the reader a positive sense of accomplishment and promise in the handling of this problem. The book is presumably offered with a college audience largely in mind, since it orients much material which is covered in courses in labor problems, in personal management, and in labor legislation. The point of view adopted is not that of the executive so much as it is that of the general student of industrial activities. Naturally, in a book covering so many specific topics, it would be surprising if every reader agreed completely with all of the positions taken by the author. The present reviewer finds himself taking exception here and there to points made in the text; yet this detracts but little from the total point of view and information imparted. The author contends, for example, that profit-sharing is a "right" of employes. He also contends that there is an identity of interest among the different groups which are the parties to industry. He later substitutes for the word "identity" the word "community," apparently with the assumption that the two are synonymous. It would seem that a realistic analysis would disclose a community of interest which can be further enriched and made creative (in the sense in which Mary Follett has used this word) but that this constitutes an identity of interests seems a much harder truth to substantiate. Mr. Hoopingarner, in his effort to emphasize positive and affirmative tendencies, seems loath to admit the existence of fundamental conflicts in society. That such conflicts are inherent in human relations as well as in economic relationships and may be put to positive uses is not suggested. The teacher and student will find the case material at the back of the book a useful and unusual addition for instructional purposes. ORDWAY TEAD.

THE HISTORY OF THE FABIAN SOCIETY, *by Edward R. Pease. International Publishers. 306 pp. Price $2.50 postpaid of The Survey.*
LETTERS TO JUDD, *by Upton Sinclair. Published by the Author. 64 pp. Price $1.00 postpaid of The Survey.*
THE CO-OPERATIVE MOVEMENT IN ITALY, *by E. A. Lloyd. International Publishers. 136 pp. Price $1.75 postpaid of The Survey.*
THE ECONOMIC PROBLEM, *by R. G. Hawtrey. Longmans, Green and Co. 417 pp. Price $3.75 postpaid of The Survey.*

Education and Social Theory

CONCERNING PARENTS, *A Symposium on Present Day Parenthood. New Republic. 284 pp. Price $1.00 postpaid of The Survey.*

"PERSONALLY," says Dorothy Canfield Fisher in one of the many brief papers that make up this book, "I am delighted to see experts poking their noses into what formerly was not considered any of their business or anybody's business—that is, the relation of parents to children." And when the experts here represented have done with their poking, their testimony is seen to center mostly around Dr. Beatrice Hinkle's remark that "the chief difficulty in the care of little children in the home consists in the overwhelming effect of the parents' conduct upon the child." These fragmentary pieces selected from the program of the Child Study Association's conference in October, 1925, (see The Survey for Nov. 15, 1925) are easy reading and at least half-a-dozen of them ought to be read by a hundred thousand intelligent parents to whom the new hygiene of parent-child relationships is as unfamiliar today as was the modern physical health régime twenty years ago.

MENTAL GROWTH OF CHILDREN, *in Relation to Rate of Growth in Bodily Development, by Buford J. Johnson. Dutton. 149 pp. Price $3.50 postpaid of The Survey.*

A CAREFUL RECORD of five years of life of children in the City and Country School, New York. Although the records of individual children during the entire period of time are not numerous, and although the children under study constitute a selected group of normal and superior children, Mr. Johnson's studies merit careful consideration.

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How to Get the Most Out of the National Conference

CLEVELAND 1912 was my first National Conference. If I missed any meetings that year it was only because one person can be in but one place at the same time. I roomed with Alexander Wilson and James Golden. Alec seldom went to bed before one in the morning. Jim rose between four and five. I went to bed with Alec and got awake with Jim. On our return from the Conference we went to Niagara Falls. We concluded the visit by taking the trolley ride around the Gorge. But I saw nothing of the scenery. I fell sound asleep when the car started and awoke only in time to avoid repeating the trip. That was the Cleveland Conference.

It took me two weeks to recover from the Indianapolis Conference. Eight of us occupied one room. My seven companions came from the Twin Cities and were lead by Frank Bruno who ought to have known better. Judge Waite rose between five and six. He was quiet about it, but, unfortunately, his exemplary habits stimulated Arthur Todd and Otto Davis to emulation and they were not quiet. They indulged in morning exercises, Arthur inclining to the rhythmic school, Otto to a sort of double jointed contortionistic heaving. Between them they made the morning hideous. My nights were spent writing reports of the Conference for the New York Evening Post, and by the time the week was over I was over too.

The National Conference has always been more or less of an endurance test for me. I state the fact for what it is worth. If any one chooses to follow this method, he does it at his own risk.

Begin by finding one or more roommates. Choose those who have something in experience to contribute to you. Select, if possible, at least one person from another city. Older members of the conference would do well to make it possible for new members to room with them.

Plan to report the conference. If you cannot report it for a newspaper, you can usually report it to your co-workers at home. Most agencies arrange a report meeting after the conference. It is an excellent practice, for the best way of learning is to listen with a view to repeating what you hear to someone else.

Use the conference as a means of getting into touch with the whole field of social work. Attend your own section meetings, but make it a point to sample those of other sections, even if it means occasionally missing some meeting upon your own subject.

Always attend all the business meetings of the conference. Never allow anything to interfere with that. In one business meeting you can discover more entertainment and can learn more about the conference than in all the other sessions put together. When you find the unessential importances of procedure becoming vitally interesting and exciting to you, then you will know that you are really a member of the National Conference.

Interest yourself in the affairs of the American Association of Social Workers. Their meetings are the liveliest and the most significant at the conference.

There is usually something in the way of dancing and other recreation which you can use as a means of relaxation, but if, after putting in eighteen or twenty hours a day of conference, you find it difficult to settle down, turn to a book to quiet your nerves. Biography is especially to be recommended.

If you have not read Lord Shaftesbury by J. L. Hammond and Barbara Hammond, published by Harcourt, Brace and Company, you cannot do better than to take it to the conference for your bed time reading. It is a revealing and inspiring story of accomplishment in social reform.

The National Conference is an educational and recreational occasion to be indulged in to the extent that your endurance permits. The newer and younger you are the more you can afford to indulge. I fancy, alas, that my second Cleveland Conference will be a quieter and more sedate affair than my first.

KARL DE SCHWEINITZ

Five Suggestions

THE benefits derived from attendance at the National Conference by those who have been going for a number of years vary so much from time to time that it is all too clear that there is no rule of thumb as to how to get the most out of a conference. The Louisville delegation, however, has worked out several schemes which have proved to be helpful.

In cities not too large it is a good plan, perhaps, for the delegates going to a conference to get together before they leave and plan a schedule of attendance at meetings. In this way a larger number of meetings are attended and a more varied experience is gained by the delegates. It prevents, as well, a too intensive attendance at the meetings of any given section.

We have found it a good plan to arrange for a number of conference breakfasts to be attended by the Louisville delegation. We have brought to these breakfasts certain national notables with whom we wanted to talk at some length. The less seasoned conference representatives, by this scheme, have met intimately a number of people with whom they would in all probability not have become acquainted. Any local projects pending, that depend upon the cooperation of national agency people, can be furthered by such conferences.

After the conference is over and the delegates have returned, reports have with profit been given covering the meetings of the various sections of the conference.

The attendance of a small num-

Who's Who in the Symposium

KARL DE SCHWEINITZ *is general secretary of the Family Society of Philadelphia*

DAVID C. LIGGETT *is director of the Louisville Community Chest*

EMETH TUTTLE *is director of the Children's Bureau, North Carolina State Board of Charities and Public Welfare*

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ber of Louisville board people, which will be considerably increased in numbers at the Cleveland Conference, has been the means of bringing a most helpful outside viewpoint to bear upon local problems and their handling. We should have given more thought and time to the possibility of increased board member attendance.

More might be gotten out of the National Conference if those attending, and particularly those giving papers, were more honest about their own difficulties and mistakes. Too many papers and too many recitals of accomplishment leave out the helpful kernels of difficulties encountered and mistakes made. A Babbit-like eulogy of our own situations has too often come to the foreground to the exclusion of a critical analysis of our own position in the social field as related to its other component parts, and a simon-pure presentation singularly divorced from a community setting has left those in search of a helpful solution for their own difficulties peculiarly empty-handed.

DAVID C. LIGGETT

Don't Ride Your Hobby Too Hard

WHEN the trials of the world got too much for Cymbeline, he remarked dejectedly, "I'm amazed with matter." He speaks for most of us when we pick up the program of the National Conference and the riches it offers.

The conference at Washigton was my first. I was new in the work and my mind a thirsty sponge. I rushed madly from one meeting to another, hoping to grab a crumb of experience—not fact—from someone who had tried the fare before. I found though that most of the addresses were formal and distant, in the sense of not being close enough to hear. I got more help from the people I met and talked to.

At Toronto I sat down and carefully studied the program, picking out the people I wanted to hear—rather than the subjects—then wasted half my time trying to hear them. The meeting places were so far apart!

The next time I go to a conference I shall get a map of the city first, unless the city itself is generous enough to provide such a map, and mark all the places of meetings, then take my program and select the speakers or subjects that will be of most interest and that I can reach with least waste of time, energy and shoe leather.

One point is already settled. I will not give much space on this diagram of mine to men and women I've heard before, unless I have reason to believe they've arrived at some goal far ahead of the last time I heard them. I plan, also, to hear the speakers who deal with problems farthest away from my own. Not only to get the others' points of view, but their technique.

The most helpful pedagogical course I ever took was an undergraduate course in nineteenth century literature at Columbia University. I wanted to hear a Columbia Professor teach nineteenth century literature to a group of undergraduates. I was trying to do that thing myself. I wanted a demonstration, not a "you do as I say" method course. I got the thing I wanted. He gave me a few new angles of approach and I felt that I could have given him a few. As a mere observer, though registered as a student, I said nothing. The atmosphere was not good for controversy.

Since Crippled Children, Mothers' Aid and the Menance of the Feeble Minded are a few of the subjects that interest me, I'll listen in on discussions of normal children, of normal home plans and budgets, of everything that will help in giving me an understanding of the individuals that make up my general problems.

And—I'll not forget the extra, outside riches: talking with old friends, meeting new ones and adding one more picture to my gallery of conference cities.

EMETH TUTTLE

That Conference Complex

Mrs. Guild replies to the critics of her article in The Survey of March 15.

IF Miss Vaile is right—and I willingly concede she doubtless knows more about it than I—the number of conferences is to increase rather than diminish. Fine. We all know agencies which in the future can save their office rent. Many executives can keep on the road *all* the time, then! If the number of conferences increases, the aggregate attendance should logically increase too, so that the subordinates also will be going from conference to conference, and all social work will be carried on by letter and telegram. Of course, if executives need constant "inspiration," "new perspective," and "companionship of others of like aims," so does the subaltern! So indeed does everyone else, which may explain in part the charity traveler, the tramp, and the Lizzie tourist. But are we social workers confusing the lure of adventure with the thirst for technique?

Miss Vaile says that "social progress is largely dependent upon our ability to develop group thinking." No one would question that. However, from my own experience in social work and in teaching social work, covering many years, and including attendance at state conferences in several states, at many national conferences, and not a few allied group conferences, my own conclusion is: *Some* conferences are absolutely indispensable and fundamental to group thinking; a number of them have just about nothing whatever to do with group thinking—or anything else—unless we turn back again to "inspiration."

Now, it is axiomatic that the spiritual values are the biggest things in life—intangible, invisible, *immeasurable*. But are they? To quote Dr. Emerson in The Survey, January 15, 1926, "Tis but overwhelming confidence in your righteousness, the ease with which you levy toll upon the 'socially minded' plutocrat, that accounts for lack of numerical proofs of your performance."

If we were compelled to plan our conferences in reference to absolute, current needs, and if we based them upon more scientific fact; if we had just a wee bit less of the spirit which says, for Pete's-sake-let's-do-something, (and has a conference about it) would social work suffer? Moreover, if we were to take honest

(*Continued on page* 286)

Greetings from the new secretary of the National Conference of Social Work.

The National Conference of Social Work gives to every social worker two opportunities: one, to receive the help he particularly needs for his every day task, and the other, to contribute from his own experience the help that some other worker needs. This exchange of thought and experience sets the pace in social work. We "keep pace with the forward march of social work" largely through the inspiration and mental stimulation of such gatherings as will be held in Cleveland.

HOWARD R. KNIGHT.

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Publicity Hints

Health Publicity

"THE American health officer is invested with enough legal power to make an old-fashioned czar green with envy, yet that power is *on paper only,* unless it is backed up by an enlightened public opinion."

So writes Dr. H. E. Kleinschmidt, editor of Health Publicity, a weekly bulletin for Ohio health commissioners, issued by the Ohio State Department of Health.

"The nostrum vendors, the quacks, the spine rubbers; all study and use the art of molding public opinion," Dr. Kleinschmidt continues. "Why not fight ignorance and prejudice with its own weapons? Not by trying to out-blare the peddlers of bunk, but by a dignified, scientific method of telling the people what we know about health.

"There is no mystery about publicity. The basis of it is an ordinary understanding of the odd quirks which move folks to action and which create public opinion. To be sure, publicity employs tools such as the newspaper, exhibits, motion pictures, printed matter and the spoken word. The health officer need not be an expert in the handling of these tools, but he should know what they are and how they may be used."

Courage

Frank E. Chapman, superintendent of Mt. Sinai Hospital, Cleveland, stated at the Ohio Hospital Association meeting that he no longer publishes an annual report. The annual report is kept only by the donors whose names are listed and by libraries. Instead of an annual report he publishes a news letter, which he fills with current information.

A Five-Inch Shelf on Office Administration

OFFICE MANAGEMENT; PRINCIPLES AND PRACTICE, *by W. H. Leffingwell. Chicago. Shaw,* 1925. 850 *pp. Price* $5.00 *postpaid of The Survey.*

An excellent and comprehensive discussion of the application of scientific principles to office administration. Any executive or office manager who is concerned wtih developing efficient office service in his agency ought to own this book.

OFFICE ADMINISTRATION FOR ORGANIZATIONS SUPERVISING THE HEALTH OF MOTHERS, INFANTS AND CHILDREN OF PRE-SCHOOL AGE, *by Estelle B. Hunter. Washington. Government Printing Office,* 1922. 216 *pp. Price* 20 *cents. Paper covers. Postpaid of The Survey.*

Clear, concise, and practical. Most of the material can be adapted to the use of welfare organizations other than public health nursing agencies.

PRACTICAL EXPERIENCE IN OFFICE MANAGEMENT. *Boston. Bureau of Commercial and Industrial Affairs, Boston Chamber of Commerce,* 1921. 48 *pp. Paper covers. Price* 50 *cents postpaid of The Survey.*

A bird's-eye view of certain important office problems, with practical and helpful suggestions regarding effective methods.

OFFICE MANAGEMENT; ITS PRINCIPLES AND PRACTICE, *by Lee Galloway. New York. Ronald Press.* 1919. 701 *pp. Price* $6.00 *postpaid of The Survey.*

Principles and concrete examples of successful office administration in the commercial field.

MODERN FILING MANUAL, *by Estelle B. Hunter. Rochester. Yawman & Erbe Manufacturing Company,* 1923. 254 *pp. Price* $3.00 *postpaid of The Survey.*

An excellent description of principles and methods of filing. The disproportionate emphasis upon the products of one of the leading filing companies must be discounted.

DEVELOPING EXECUTIVE ABILITY, *by Enoch B. Gowin. New York. Ronald Press,* 1920. 486 *pp. Price* $4.00 *postpaid of The Survey.*

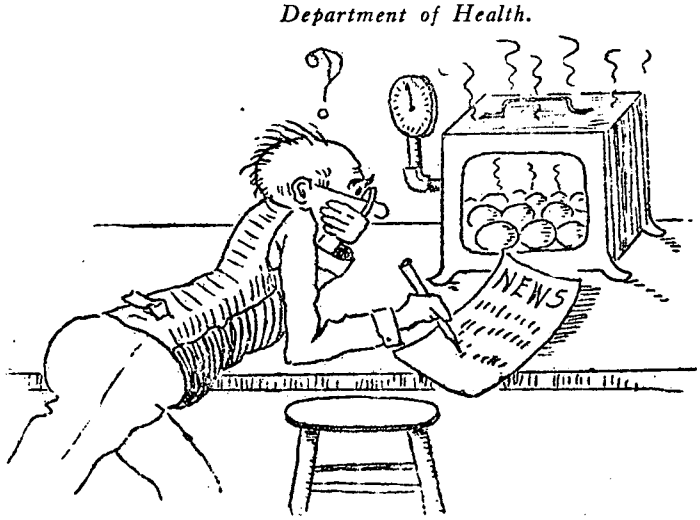
A discussion of the development of executive ability and personal efficiency, with some especially valuable suggestions regarding effective methods of desk work.

ARTHUR DUNHAM
Secretary, Child Welfare Division
Public Charities Association of Pennsylvania.

Glass Eggs Won't Hatch

No doubt a clever press agent can fabricate news out of thin air. But *honest* news is never created, strictly speaking, except in the sense that a chick may be created by an incubator. The health officer who desires to create news, must have the germ of a news story to start with. The egg must be there—a glass egg will not do. Moreover, the egg must have a "fertile spot." Something must happen, or, if it will not happen, he must make something happen. The local reporter may not recognize it as news, but the ingenious health officer, who sees beyond the event, studies the possibilities of that egg and hatches out a story that will interest large numbers of readers. Of course, newspapers frequently print educational articles, features and special paragraphs, but with such forms of newsfillers we are not here concerned.

—From Health Publicity, Ohio State Department of Health.



From Health Publicity, Ohio Department of Health
HATCHING THE NEWS EGG

Consultation at Conferences

Splendid opportunities for getting sympathetic and helpful advice are available at national and state conferences. Many delegates having personal or official problems do seek to meet certain of the experienced leaders at those conferences, but usually find many difficulties in locating the desired persons at a time when they are free for consultation.

The problem could be solved in most instances if the delegates desiring interviews would write in advance to those they wish to consult, outlining briefly what they wish to talk about.

Would it not be well for some of the advance publicity material of state and national conferences to carry a reminder of the need of such advance correspondence? Could not national, state and local periodicals and house organs of social agencies include reminders of this simple plan in several issues preceding the annual gatherings? EVART G. ROUTZAHN

Making Type Talk

Printed matter must gain its audience all by its intrinsic merit. There is loss when it fails and gain only when it succeeds. It must be attractive. Eight copies out of a hundred of the usual annual report seem to be about the maximum that get themselves read before diving into the waste basket. But if they had been one hundred copies of the Survey Graphic, for instance, it is likely that less than eight copies would have escaped reading. Why the difference? In substance, but particularly in choice and arrangement of type, the Graphic is a work of art, while the usual annual report is not; on the contrary it is the homeliest literary flower in the whole social work garden.

—Boston Council of Social Agencies Bulletin

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GOSSIP: of People and Things

Devine Appointed Dean

Edward T. Devine has accepted appointment as dean of the Graduate School and Professor of Social Economy in the American University at Washington—an institution of which more can be written of its future than of its past. It owes its creation to the Methodists. And in conception, it reaches far—an institution, like the Catholic University, of post-graduate and undergraduate caliber, but non-sectarian, and with Protestant affiliations. Within the last year the University has established an undergraduate college.

Dr. Devine's initial responsibility will be to help plan the development of the graduate school. He will take up residence in Washington in September; but will reserve a considerable amount of time, scattered through the year, for audits, institutes and lectures in other cities.

With the development of voluntary research bodies, as well as the scientific activities of the federal departments, the importance of Washington as a research and teaching center mounts with every year. Dr. Devine's acceptance of this deanship marks his re-entry into the academic world, which began with his early work as a Fellow of the University of Pennsylvania, and closed, for the time being, when he relinquished the directorship of the New York School of Social Work, and his professorship of social economy at Columbia University, to shoulder the responsibilities of directing the Red Cross work for civilian refugees in France during the war.

P.C.A. Tells About Pennsylvania

The story of the Pennsylvania State Department of Welfare, now in its fifth year, is told in a pamphlet just issued by the Public Charities Association. This department, organized in 1921 largely through the efforts of the Association, has become one of the most effective state departments in the country. It is a matter of supreme importance, that the department under future administrations shall continue to have able, professional leadership and be kept utterly removed from the realm of partisan politics. The pamphlet briefly outlines the aims, accomplishments and opportunities for service of the State Welfare Department. An earnest plea is made that it be kept free from politics. Copies can be had free on request to the Public Charities Association of Pennsylvania, 311 S. Juniper Street, Philadelphia.

Louisa Lee Schuyler Honored

The Leslie Dana Medal for the most outstanding achievement in the prevention of blindness and the saving of sight was awarded this year to Louisa Lee Schuyles of New York city, it is announced by the National Committee for the Prevention of Blindness. The Dana Medal, which is one of the most highly prized marks of recognition in the entire public field, went to Miss Schuyler by the unanimous vote of the committee for her work in launching the movement for the prevention of blindness in 1908 and for her consistent active interest in this movement from its inception until she became confined to her home on account of illness several years ago.

Keep Out of Jail

F.S.J. reports that over the door of the jail at Orlando, Florida, is a sign, "Positively No Admittance." Syracuse is more liberal. Dr. Charles Platt reports that the sign over the jail in that city reads, "Admission 15 cents." The chances are that you can still go to jail if you choose your jail with discrimination and are reasonably well-to-do.

Miscellaneous

THE ROCHESTER, N. Y., SOCIAL WORKERS CLUB is celebrating its fifteenth year with a membership of 450. JOHN SANDERSON is president.

THE KANSAS CITY CHAPTER A. A. S. W. recently conducted a conference with twenty sociology professors and two senior students on the subject of professional standards.

HELEN WITMER and KATHARINE HATTENDORF have taken charge of research and field supervision respectively for the joint committee of the University of Minnesota and the Women's Cooperative Alliance, administering the fund granted by the Bureau of Social Hygiene, N. Y. C.

EDWARD W. MACY, executive assistant of the National Child Labor Committee, is making a study of tardiness, illness, holiday, vacation and leave problems in national social welfare agencies which are members of the National Social Work Council.

THE FIRST INFANT WELFARE STATION in Florida has been opened at Jacksonville in charge of DR. THOMAS E. BUCKMAN.

COMMUNITY SURVEYS are being planned by the Child Welfare League of America in Houston, Syracuse and Richmond.

ANOTHER NEW YORK COUNTY, Allegany, after careful study of the consolidated program of health and social work in Cattaraugus County, has adopted the Cattaraugus plan and founded the Allegany County Health and Welfare Association, with REVEREND R. G. ARMSTRONG as president and MRS. J. F. SORTORE as secretary.

THE WELFARE COUNCIL OF NEW YORK CITY has moved from the Russell Sage Building to new offices at 151 Fifth Ave. Among other social agencies to move to the same address are BETTER TIMES, ASSOCIATION OF VOLUNTEERS, and the UNITED HOSPITAL FUND.

PROGRESS IN RACE RELATIONS, the annual report of the inter-racial movement in the south has been published and will be sent on request by the Commission on Interracial Cooperation, 409 Palmer Bldg., Atlanta.

Elections and Appointments

ELIZABETH ALLEN as secretary of the mental hygiene committee of the Onondaga Health Association, Syracuse, N. Y., part of the Syracuse Health Demonstration.

ROBERT K. ATKINSON, formerly head of the recreation department of the Russell Sage Foundation, as secretary of education of the Boys' Club Federation. M. S. GIBBS has also joined the department.

LUCY BACON as publicity secretary, Chicago Council of Social Agencies.

MARGARET BARNARD as executive secretary, Brooklyn Community Center, Waterbury, Connecticut.

VIVIAN R. BARRITT to the staff of the Pacific Branch office A. R. C., ssigned to U. S. Naval Hospital, Mare Island, California.

MABELLE BLAKE as personnel director at Smith College.

VIENNE BORTON as supervisor of case work, American Bureau, International Immigration Service.

MARGARET BROOKS in charge of the child placing department of the Washburn Home, Minneapolis.

CAROLYN BUODO and ALVERDA VAN TUYL to the staff of the Child Health Demonstration Committee.

DOROTHY BURPEE as district secretary, Boston Family Welfare Society.

RALPH E. CARLSON, as Red Cross field director, U. S. Naval Station, San Pedro, California.

L. WADE CHILDRESS as general chairman of the St. Louis Community Fund.

JUDGE HERBERT G. COCHRAN as presiding justice of the Juvenile Court of Norfolk, Va., succeeding JUDGE W. W. DEY.

HELEN F. CONNALLY as public health nurse of Schuyler County, N. Y.

JEANETTE DAVIS to the staff of the Social Service Department of the Bureau of Children's Guidance of the Commonwealth Fund.

PAUL DETTMER to the field staff, Pacific Branch office, A. R. C. at San Francisco.

ELIZABETH DEXTER in charge of psychiatric social work of Newark, N. J., Children's Clinic.

LEVINA DIETRICHSON as superintendent of the Rocky Knoll tuberculosis sanitorium, Wisconsin.

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A. MADORAH DONAHUE as field-executive secretary, International Association of Policewomen.

DR. JOSEPH P. EIDSON as chief of the psychiatric clinic of the Cornell Clinic, New York city.

MARCUS C. FAGG as president of the 1927 Florida Conference of Social Work.

ZETA B. FOSTER, formerly with the Associated Charities of Columbia, S. C., as a member of the field staff of the social service department of the South Carolina State Hospital.

ELISE DE LA FONTAINE to the staff of the Memphis Community Chest to assist in child placing.

GLADYS FREEMAN as executive director of the Associated Charities of Ashtabula, O.

RAYMOND G. FULLER to the staff of The Inquiry, to supervise a study of group conflict in community life.

DR. M. C. GUTHRIE, of the U. S. Public Health Service, as chief director of the Federal Indian Medical Service.

HAZEL HART as chapter correspondent for Alabama, Mississippi and Louisiana, at National Headquarters, A. R. C.

DR. GEORGE FOSTER HERBEN to the staff of the National Tuberculosis Association, assisting part time in the medical service.

JANE HOEY, secretary of the American Association of Social Workers, as assistant director of the Welfare Council of New York city.

HORACE HOLLINGSWORTH, formerly superintendent of the Des Moines Associated Charities, as director of the Welfare Federation, Rockford, Ill.

LUCY FRANCIS JOHNSON as executive secretary, Sedgwick County Chapter, A. R. C., Wichita, Kansas.

LAURA JEAN KEISER as executive secretary of the Springfield, Ill., Family Welfare Association.

MINNIE KELLY as a school visitor in Providence, R. I.

ANNA KING to the staff, Austin Rigg's Foundation, Stockbridge, Mass.

JOHN KINGMAN as director of boys' work, Lincoln House, Boston.

WALTER KOHLER, president of the Kohler Company, Kohler, Wisconsin, as president of the finance committee of the Wisconsin Conference of Social Work.

KATHERINE KOHLSAAT, formerly supervisor of Red Cross Nursing service at Houston, Texas, as supervisor, District Nursing Association, Manchester, N. H.

KATHERINE LAUSER, formerly superintendent of the Traveler's Aid Society of Des Moines, as supervisor of station service for the Chicago Traveler's Aid Society.

ELSIE H. LAWRENCE as executive secretary, Berks Co. Chapter A. R. C., Reading, Pa.

LOUIS R. LESTER as Boy Scout executive at Norfolk, Va.

MANFRED LILLIEFORS as executive secretary Social Welfare League, Reading, Pa.

BERTHA C. LOVELL as case work supervisor at Letterman General Hospital, San Francisco.

MARY E. LUCAS as associate field director, A. A. O. F. S. W.

MILTON A. McRAE as president of the Boy Scouts of America.

REV. KENNETH DEXTER MILLER as executive of the Commission on Relations with Religious Bodies in Europe of the Federal Council of Churches.

HANNAH MITCHELL as financial and publicity secretary of the N. Y. Nursery and Child's Hospital.

LUCIA MURCHISON as temporary member of the staff of the Columbia (S. C.) Associated Charities.

EDITH L. MURDOCK, formerly secretary of the inter-city department of the St. Louis Provident Association, as general secretary of the Family Welfare Society, Boone, Ia.

NANNIE NORTHAM as visitor in training for the Associated Charities of Erie, Pa.

VIOLA OSCHRIN as director of child welfare of the Hebrew Orphan Asylum of New York.

DR. GEORGE O'HANLON, formerly superintendent of the Bellevue and Allied Hospitals, and now director of the Jersey City Hospital, has become associated with Henry C. Wright, under the name of Wright and O'Hanlon, hospital consultants.

E. FRANCES O'NEILL as executive secretary Catholic Charities for the Diocese of Newark, N. J.

R. E. PARSONS as preseident of the Kansas City Council of Social Agencies, succeeding G. A. LaRue, resigned.

DR. H. A. PATTISON, on year's leave of absence from National Tuberculosis Association, as full time physician-in-chief, Potts Memorial Hospital, Livingston, N. Y.

EVELYN Z. PHELPS as supervisor hospital social service work of the Red Cross in hospitals of the Pacific Coast.

LAURA PORTER, as A. R. C. field secretary in South Carolina.

GEORGE WILLIAM PUTNAM as director of the division of dairy products of Chicago Dept. of Health.

MARY RHODES as hospital social worker with the Wichita, Kansas, League of Social Work.

HELEN RICHARDSON as boarding home case supervisor, Illinois Children's Home and Aid Society.

DR. BRUCE B. ROBINSON as chief of staff of the Newark (N. J.) Child Guardian Clinic.

MABEL J. RUE as nursing supervisor of maternity, infancy and child hygiene, Cattaraugus (N. Y.) County Dept. of Health.

PHOEBE T. SCHNELLBACH as executive secretary of the Family Welfare Society of Sioux City, Ia.

DR. JOHN A. SMITH as executive secretary of the American Heart Association. The National Tuberculosis Association now acts as secretary for the A. H. A.

TOM SPARROW as Boy Scout executive at Harrisburg, Pa.

IRMA STANSFIELD as executive secretary, Belmont Chapter, A. R. C., Martins Ferry O.

STANTON J. STRAWSON as executive. Westchester Co. (N. Y.) Dept. of Public Welfare.

BESS E. SUTTON as director of occupational therapy Central Indiana Hospital for the Insane.

ANN STARR TAYLOR as vocational secretary of the American Association of Social Workers.

LELIAH TERHUNE as executive secretary Alachua County Chapter, A. R. C., Gainesville, Fla.

MARY ELEANOR THORBURN as chapter correspondent at the St. Louis office A. R. C.

RUTH WADMAN to the War Service staff, National Headquarters, A. R. C.

ELLA WATLAND as probation officer of the Juvenile Court, Silver City, N. M.

NELLE WHALEY as chapter correspondent in the A. R. C. St. Louis office.

MARION WHIDDEN as executive secretary of the Pueblo Co. (Colo.) Chapter, A. R. C.

EVA WHITING WHITE as a member of the Board of Overseers of Public Welfare of Boston.

Resignations

JANET BACON and SUZANNE DUNN as visitors for the Associated Charities of Erie, Pa.

ELLA CYRENE BAKKE as executive secretary, Colorado Tuberculosis Association, to be married.

HELEN CRAWFORD from the staff of the Cleveland Child Guidance Clinic to be succeeded by Olive T. Rockwell.

VIRGINIA B. HANDLEY as director of the Child Welfare Department, State of Alabama, to be married on May 27 to George William Bassett of California.

KATHARINE P. HEWINS as general secretary, Church Home Society, Boston.

LILIAN H. MOORE as executive secretary of the Associated Charities of Tacoma.

FRANK D. PRESTON as director of the Omaha Welfare Federation and Community Chest.

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AMERICAN ASS'N FOR COMMUNITY ORGANIZATION
215 Fourth Ave., New York, N. Y.

Ask a Question

What problem in social work technique would you like to have threshed out here? Next month's question: To what extent can an extension worker in home economics cooperate with the local family case worker in a child welfare program?

Question: Can family case work be done by the public health nurse, thereby eliminating the need of two workers in a rural district?

Answered by Laura A. Gamble, R.N., director of nursing, Cattaraugus County (N. Y.) Board of Health, and Josephine C. Brown, associate field director, American Association for Organizing Family Social Work.

MISS GAMBLE: To those who are familiar with rural districts with their large territory together with the difficulties of transportation, the need for elimination of duplication and overlapping of duties is fully realized. It is not easy to come to any conclusion as to what the ultimate solution to this essentially important and altogether controversial problem will be and the following, while they do not answer the question, may open discussion from which we may get many other points of view.

If we could have public health nurses with social training there could be no doubt in our minds as to whether or not the case work could be done but, unfortunately, the number of these workers is limited and we have many nurses in rural districts who, through lack of training, are not equipped for this dual responsibility.

Many public health nurses are able to carry the case work in rural districts under the supervision of a social case worker who acts in the capacity of advisor and consultant, and who can be available for those cases which the nurse cannot handle. With the development of both health and social work has come the exchange of interest and emphasis by workers in both fields. The public health nurse is increasingly observant of social problems and their relation to health, and the social worker has become more and more concerned with health. This exchange of emphasis has come as the natural result of intelligent observation on the part of both types of workers.

Family health supervision is proving to be more and more a complex service which has gradually evolved from the comparatively simple service of giving nursing care to a sick individual. There is an increasing tendency for health workers to recognize the family as the unit of care and to include in the improvement of health a recognition of the part played by the social and economic conditions of the family. Public health nurses are receiving in their training today this social point of view and are becoming increasingly able to recognize and meet situations involving a social problem.

Not infrequently the rural public health nurse finds herself the only trained worker in the community and in such cases she has to be a law unto herself compromising between the ethical and scientific methods of procedure on the one hand and the practical needs on the other.

MISS BROWN: As a preliminary to discussing the above question I would like to take exception to the implication made therein that it is necessary to eliminate the need of two workers, the public health nurse and a family case worker, in a rural district. I assume that by rural district is meant the average agricultural county which is the usual territory covered by one public health nurse or by one rural social worker. While there is no doubt that in very sparsely populated districts or rural counties which have suffered severe economic losses, as have some of the southern counties

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from the ravages of the boll-weevil, it might be necessary and desirable for both fields of work to be covered by one worker, or better still, for two or more counties to combine in employing a nurse and a social worker to cover the whole territory with extensive use of volunteer service, is it not too soon in our experience with social work programs in rural territory to make any definite assumption as to the resources available and the number of workers which could be employed? It seems to me that this assumption is unfair to the people in our agricultural communities who have shown an unusual response when approached with the right kind of educational publicity. I believe we have not yet begun to test their resources either of interest or of financial support and until we have fully explored and tried out the whole question of reaching our farming communities with a social case work program that can be made their own, we have not the right to assume that the resources with which such a program can be supported do not exist.

Family case work in a rural county involves not only the skillful handling over periods of months or years of complicated social problems which threaten or have destroyed normal family life in from one to possibly four hundred families, but, in addition to this, unceasing educational publicity, the development of volunteer service and the planning and building of a community program along lines revealed by the case work itself. The maximum of experience with family case work of a public health nurse is, I assume, a short period of field work with a family welfare society as part of her public health course and close cooperation with a family society as a staff nurse of a city organization. It has been my experience that the public health nurse who has had such contact with family case work and who has a conception of the possibilities of a social work program in a rural community, has been the first to say that she, herself, has neither the time nor the training to attempt to add to her own duties the responsibilities of a family case worker. I believe she is right in taking this stand. This is, of course, giving a direct "No" as answer to the question which has been put up for discussion. I should, however, be exceedingly glad of an opportunity to approach this whole subject from another angle with a question worded somewhat as follows: "How far may the public health nurse, in a rural county which has no social case worker, assume responsibility for a family case work program?" In this connection, I would be glad to bring out the valuable contributions which public health nurses may make and are in many instances already making to the development of family case work in rural communities where, by meeting emergency problems and using these as a basis for well planned educational publicity, they are paving the way for the employment of family social workers in their respective communities.

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Over My Desk

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Taking the Conference Back Home

THE value of the National Conference may be extended to wide groups at home who do not attend by a simple practice which has seemed worth while to another executive.

Whenever he goes to a conference or attends a meeting he takes careful note of every idea picked up in a speech or in talk with an individual which, it seems to him, might be practically applied to the work of his organization or to the problems of his community. Each of these ideas is on a separate tickler slip in the little note-book which the executive always carries with him.

When he gets back home after the conference these tickler-slips are sorted out according to subjects and according to a logical sequence within the subject. He then dictates these ideas and mails them to members of his board of directors or members of committees who he thinks would be especially interested, with a letter asking for their suggestions as to the validity of these ideas and as to ways in which they may be effectively applied to the organization.

These same ideas often serve also as a basis for newspaper stories when the executive returns from such conferences and reports the wonders he has heard and seen on his travels.

How to Make Magazines Count

EVERY magazine or book which the executive reads presents a challenge to him to extract the utmost in ideas which may be applied to his organization immediately or in the future.

The practice of one executive whom I know is to go through his magazines and other periodicals as rapidly as possible. He turns down the corners of the pages of articles which he does not think are of sufficient importance to be read by himself but may be worth referring to some member of the staff. On that page he writes the initials of the person who is to receive it. Other articles he reads; and marks and initials for the persons concerned.

He then dictates memoranda to the members of the staff concerned, calling attention to these pages (which are torn out of the magazines), suggesting phases of their work to which these ideas may be applicable and asking their proposals for utilizing these ideas.

When these pages torn from the magazines come back to the executive with the suggestions of the staff members, these proposals are applied if possible to the various processes of the organization and the clippings, if they have permanent value, are filed away in the central file which has a subject index.

These clippings are then available for speeches which members of the staff may have to make.

Ideas which members of the staff work up from these clippings which are not of immediate use are filed away in the executive's daily tickler file for reference when the time is ripe.

The same general plan is followed in the books the executive reads. When he finds particularly worth while passages they are marked or copied and referred to staff members.

The plan of sending pages from magazines may be applied to board members or contributors, whenever the executive finds material which from his knowledge of these people makes him think they would be interested. (*Continued on page 286*)

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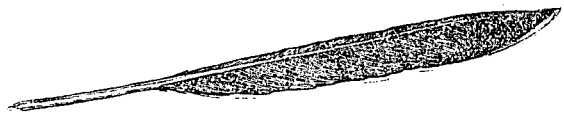

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Are you looking for a summer cottage? The Special Real Estate Announcements in this issue (page 285) probably offer just what you want.

The Prohibition Hearings

(*Continued from page 232*)

because of the liquor they drank. Now in each group of 5,000 there are not more than ten whose tendency to drink makes us trouble. There are not ten—ten is too high a figure.

Before prohibition we had to investigate absences from work to find out whether the men had been or were drunk or whether the men had good reasons for laying off. In a large proportion of such cases we found that drink was the cause. Now we do not have to investigate, because we have learned from observation that liquor is no longer the trouble. When a man lays off a day or two we think nothing about it. As a result of prohibition our men are working more, working better, wasting less and saving more. Now when we raise a man's pay we know the increase will go to his wife or to his savings account instead of to a saloonkeeper.

I am not in favor of the repeal or the modification of the Volstead act. Let it stand as it is. I am in favor only of enforcing—and it can be enforced.

Furuseth, McSorley, Roberts, Sullivan, tell of the demand of labor for beer, but much doubt is quickly cast upon their authority and original information by Stelzle, Curran and others.

Perhaps the prettiest challenge, and gaily accepted, was the story told by Father Kasaczum of Sugar Notch, Pa., of eighteen saloons still open and doing general liquor business, stills in four out of five family homes and liquor sold in all kinds of stores. To which Father Curran rushes to save the reputation of his miner families, flatly contradicts his fellow priest and doses his sweeping denial of violations and family corruption by the following statement of his own opinions:

Were we to believe the testimony of the wet witnesses that appeared before this honorable body last week we should conclude that prohibition is responsible for every species of crime and of every class of criminals in the United States today. Nero, the Roman fiddler and Emperor, played much the same tactics in his day as the wets do in our day, so that when anything went wrong in the City of Rome or throughout the empire he blamed it on the Christians.

At the bottom of the whole scheme and conspiracy is the aim and ambition of the wet people to make easy money and make it without consideration of the law of God, the law of humanity or the law of the nation.

Thus, the wets have corrupted our country courts, our city officials, our judges and juries, and other state and national officers, that through fraud and bribery they may attain in the accumulation of wealth, regardless of the injury done to law and order.

As Mr. Buckner, our lively federal attorney in New York puts it, "Some people consider prohibition a declaration of war against liquor, and many others a treaty of peace, by which part of the population agreed not to sell liquor and others agreed not to buy it; a vital difference in points of view." . . . "Real enforcement has never been attempted and the machinery of courts, etc. is still lacking, but it would be easily enforced if people began going to jail in substantial numbers. . . . Fines are merely compounding the crime. Convictions on a plea of guilty are really payments for escape from prosecution."

Attorney General Sargent believes that there remains in the way of complete abatement of the liquor traffic: "The temptation to make money in the traffic, created by those who either wilfully or thoughtlessly disregard their highest obligations to their country and themselves and offer and pay for violation of the law a bribe large enough to offset the danger of prosecution, fine and imprisonment." And he offers a social philosophy which seems to me to contain answers to many of our problems, individual and communal.

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The Survey

To those thousands of the best citizens of the country who have no compunctions whatever about violating the law I address the question: Upon reflection, having called to your attention what your action really means and is in paying an outlaw for violating the law of your country in order to furnish you the means of gratifying your desire for drink, don't you think it better to refrain from such bribery in the future?

Don't you feel that, unless you so refrain, there may be some doubt about your being longer entitled to the designation 'best citizens of the country?'

Can you afford to endanger your property, your safety, your lives, and the property, safety and lives of your wives and children by teaching and practicing the doctrine of purchasing the commission of crime?

Neither social nor individual health can be attained by law organization or education alone or combined unless we take personal charge of the conduct of ourselves and our households.

We have a long hard job ahead, to learn the facts, to reason truly and clearly from them, and to think in terms of generations, rather than of presidential elections and house-parties, if we would escape from the present entanglements, with our own self-respect reasonably intact.

The prohibition hearings gave us nothing new; or more accurately, presented the hopes and claims of both sides in a crude and disorderly way and leave both the Congress and the people with a sense of having been momentarily diverted by a profitless gesture.

The situation is bad, no argument or action for betterment can demand our attention again unless the basis of discussion is shifted from furies to facts. Illumination will come, a spark has actually been kindles, a plan of study is already in the hands of responsible permanent bodies serving serious social needs. In response to a request for study made by a group of physicians, statisticians and social workers a little over a year ago, the Social Science Research Council under Professor Charles Merriam of Chicago has assumed responsibility for at least a preliminary survey of the possible reliable sources of information as to the social phenomena which have accompanied the operation of the Volstead Act. Facts in the fields of industry, finance, social practice, dependency and delinquency, health experience, morbidity and mortality, if available on a comparable basis prior to and since national prohibition, must be assembled and analyzed by trained students in these sciences.

A committee on sources of information including Professor John L. Gillin, of Wisconsin, Edgar Sydenstricker of the United States Public Health Service, Walter Thompson of Oklahoma, Irving Fisher of Yale, will report in August, through their executive officer, Professor G. E. G. Catlin who is already actively engaged in assembling information at his office in New York city. If the available and responsible information seems to justify further investment in research, funds are promised sufficient to carry on the work generously for three to five years if necessary and under the direction of some committee to be selected by the Social Science Research Council.

Won't our readers severally, separately and by squads consider themselves a committee of the whole to see that Uncle Sam is never again treated to such a muddle of doubtful fact and furious fancy as characterized the recent hearings? Begin at once the separation of significant evidence, identified for critical reference and create a study project in the very midst of your current work. File 1. Research Prohibition.

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AMERICAN BIRTH CONTROL LEAGUE—President, Margaret Sanger, 104 Fifth Avenue, New York City. Objects: To educate American public in the various aspects of the dangers of uncontrolled procreation; to establish centers where married persons may receive contraceptive advice from duly licensed physicians. Life membership $1.00; Birth Control Review (monthly magazine) $2.00 per year.

AMERICAN COUNTRY LIFE ASSOCIATION—K. L. Butterfield, president; Henry Israel, executive secretary. Room 1849, Grand Central Terminal Bldg., New York City. Emphasizes the human aspect of country life. Annual membership $5.00 includes "Rural America" (monthly bulletin) and Annual Conference Proceedings.

AMERICAN HOME ECONOMICS ASSOCIATION—Alice L. Edwards, executive secretary, 617 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics: office of editor, 617 Mills Bldg., Washington, D. C.; of business manager, 1211 Cathedral St., Baltimore, Md.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Dr. George A. Soper, managing director, 25 West 43rd Street, New York. To collect, collate and disseminate information concerning the symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues, $5.00.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To promote a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

CHILD WELFARE COMMITTEE OF AMERICA, Inc.—730 Fifth Avenue, New York. Telephone: Circle 9623. To secure Mothers Allowance laws in states now having no such provision; to promote desirable amendments to existing Mothers Allowance laws, to harmonize them with the maximum necessary protection of dependent children; to secure proper laws affecting adoption, boarding out and placing out of dependent children; so far as possible to secure home life for normal children in preference to sending them to institutions; to aid in the enforcement of Mothers Pension and kindred laws. States Council of Child Welfare Committee of America comprises representatives of practically every state. Committee publishes digest of laws and educational material on Mothers Pension and kindred topics. Invites requests from responsible public and private organizations for aid in Mothers Pension problems. Sophie Irene Loeb, President; Governor Alfred E. Smith, Honorary Chairman; Margaret Woodrow Wilson, First Vice-President; Edward F. Brown, Executive Secretary.

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director. 130 E. 22d Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phases of child welfare in which they are interested.

COUNCIL OF WOMEN FOR HOME MISSIONS—156 Fifth Avenue, New York. Composed of 20 Protestant national women's mission boards. Florence E. Quinlan, Executive Secretary.
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FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 28 Protestant communions. Rev. C. S. Macfarland and Rev. S. M. Cavert, Gen. Secs.; 105 E. 22d St., N. Y. C.
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GIRLS FRIENDLY SOCIETY IN AMERICA—15 East 40th Street, New York. Girls and women working together to uphold Christian standards of daily living in the home, in the business world, and in the community. Numbers nearly 60,000, with branches in 44 states.

HAMPTON INSTITUTE—Trains Negro and Indian youth for community service. Advanced courses: agriculture, builders, business, home-economics, normal. Publishes "Southern Workman" and free material on Negro problems. J. E. Gregg, principal.

JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, executive director, 50 East 42d Street, New York. To promote the adoption of sound methods in the field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

NATIONAL BOARD OF THE YOUNG WOMENS CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, president; Miss Mabel Cratty, general secretary, 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries to cover work in the United States in 1,034 local Y. W. C. A.'s on behalf of the industrial, business, student, foreign born, Indian, Colored and younger girls. It has 159 American secretaries at work in 49 centers in the Orient, Latin America and Europe.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy sec'y: 215 Fourth Avenue, New York. Industrial, agricultural investigations. Works for improved laws and administration; children's codes. Studies health, schools, recreation, dependency, delinquency, etc. Annual membership, $2, $5, $10, $25 and $100; includes monthly bulletin, "The American Child."

NATIONAL CHILD WELFARE ASSOCIATION, INC. (est. 1912, incorp. 1914), 70 Fifth Ave., N. Y. C. (tel. Chelsea 8774). Promotes as its chief object the building of character in the children of America through the harmonious development of their bodies, minds, and spirits. Its method is, in co-operation with other organizations, to originate and disseminate educational material in the form of posters, books, bulletins, charts, slides, and insignia. Through its "Knighthood of Youth" it provides homes, schools and church schools with a method of character training through actual practice. Officers: Dr. John H. Finley, Pres.; Amos L. Prescott, Treas.; Charles F. Powlison, Gen. Sec'y.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. Frankwood E. Williams, medical director; Dr. Clarence J. D'Alton, executive assistant; Clifford W. Beers, secretary: 370 Seventh Avenue, New York City, New York. Pamphlets on mental hygiene, mental and nervous disorders, feeblemindedness, epilepsy, inebrity, delinquency, and other mental problems in human behavior, education, industry, psychiatric social service, etc. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $.50 a year.

NATIONAL CONFERENCE OF SOCIAL WORK—Miss Gertrude Vaile, president, Denver, Colo.; W. H. Parker, secretary, 25 East Ninth Street, Cincinnati, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-third annual meeting of the Conference will be held in Cleveland, Ohio, Spring, 1926. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Lewis H. Carris, managing director; Mrs. Winifred Hathaway, associate director; Dr. B. Franklin Royer, medical director, and Miss Eleanor P. Brown, secretary; 370 Seventh Ave., New York. Objects: To furnish information, exhibits, lantern slides, lectures, personal service for local organizations and legislation, publish literature of movement—samples free, quantities at cost. Includes New York State Committee.

NATIONAL COUNCIL OF JEWISH WOMEN—2109 Broadway, New York. Mrs. William D. Sporborg, Hawthorne Ave., Portchester, N. Y., pres.; Mrs. Estelle M. Sternberger, ex. sec'y. Promotes civic cooperation, education, religion and social welfare in the United States, Canada, Cuba, Europe.
Department of Immigrant Aid—799 Broadway. Miss Florina Lasker, chairman. For the protection and education of immigrant women and girls.
Department of Farm and Rural Work—Mrs. Elmer Eckhouse, chairman, 5 Columbus Circle, New York City.

NATIONAL TUBERCULOSIS ASSOCIATION—370 Seventh Ave., New York. Dr. Theobald Smith, president; Dr. Linsly R. Williams, managing director. Pamphlets on methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

NATIONAL URBAN LEAGUE—for social service among Negroes, L. Hollingsworth Wood, pres.; Eugene Kinckle Jones, exec. sec'y.; 127 E. 23rd St., New York. Establishes committees of white and colored people to work out community problems. Trains Negro social workers. Publishes "Opportunity"—a "journal of Negro life."

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, honorary president; Mrs. Maud Swartz, president; 311 South Ashland Blvd., Chicago, Ill. Stands for self-government in the work shop through organization and also for the enactment of industrial legislation. Information given.

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA—315 Fourth Avenue, New York City. Joseph Lee, president; H. S. Braucher, secretary. Special attention given to organization of year-round municipal recreation systems. Information available on playground and community center activities and administration.

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THE SURVEY'S DIRECTORY

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TUSKEGEE INSTITUTE—An institution for the training of Negro Youth an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race problem and of the Tuskegee idea and methods; Robert R. Moton, prin.; Warren Logan, treas.; A. L. Holsey, acting sec'y, Tuskegee, Ala.

WORKERS' EDUCATION BUREAU OF AMERICA—Spencer Miller, Jr., sec'y; 476 West 24th St. A clearing-house for Workers' Education.

SPEAKERS: We assist in preparing special articles, papers, speeches, debates. Expert, scholarly service. AUTHOR'S RESEARCH BUREAU, 500 Fifth Avenue, New York.

Hearing from the People

(*Continued from page* 235)

courage is needed it lies in the reply of a foreign-born woman who was asked to organize a discussion meeting.

"My people will not talk about their work. They are afraid, even the men, but especially the women. They know that the employers in our industry have a black-list for the people who speak about working conditions or show an interest in the union. If they get on that list they cannot get a job."

A member of an up-state League of Women Voters mentioned the same black-list, stating that several workers who lobbied for the 48-hour bill refused to testify at a public hearing which they attended for fear they would be listed. She also gave the writer a sworn statement that a girl who testified at Albany for the minimum wage bill was discharged the next day although she had recently been praised for her quick work at the factory. The foreman made no secret of the reason for her dischage.

In another city a worker reported a plant where the girls were told that if they wanted to continue at that factory they could write their assemblyman they were opposed to a 48-hour law. A department store worker invited to join in a discussion, replied:

"We couldn't go to a meeting like that—we'd lose our jobs."

"There were some who dared to talk, however. In the effort to ascertain opinion among workers, not to create it, the writer heard from nearly 500 women during the past fall and summer—most of them in person. They were distributed through more than a dozen towns and represented many different industries. Over 95 per cent were in favor of 48-hour legislation and nearly all supported their views with reasons. Probably no argument for shorter hours has been advanced by the "up-lifters," as they are known in manufacturers' circles, that was not used by these workers speaking simply and directly from their own experience.

They spoke in terms of weariness, of children to be cared for, of housework through half the night, of their need of a little recreation, their wish to study and to "know other things than factories," of being able to do more and better work when not too tired. They talked realities.

Needed: A Social Insurance Revival

(*Continued from page* 234)

spent in medical aid, and an additional thirty million of deferred payments for the benefit of widows and orphans is outstanding. The unemployment fund of one industry (by far not the largest industry in Chicago) has produced over a million dollars annually for relief of distress due to this one cause. How does it compare with the strongest community chest which seldom runs over two or three dollars per capita for the population of the city for all problems of relief?

What is the moral of these figures quoted at random? That mass problems can be adequately met only through mass action; that in social therapeutics and social prophylactics, there is no room for the homeopathic theory; that one cannot sweep away the ocean of human misery with a charitable broom.

Now I know that there is something distasteful, almost unesthetic, to the case worker in these mass methods of procedure. Of course, a higher degree of individual efficiency can be achieved through the refined case work methods we have elaborated, and of course, the lack of such case work methods does represent one serious drawback of the wholesale methods of social insurance. But there is no necessary antagonism between the wholesale method of legislation and the refined individualistic method of the case worker. Already the practice of the mothers' assistance funds, particularly in Pennsylvania, has indicated the possibility of combining the two. Already the emphasis upon rehabilitation of those injured in industrial accidents is demanding case work methods in compensation procedure. How far such case work methods will be taken cognizance of in our social insurance legislation will depend upon the understanding of social insurance by our profession.

OF course the social case worker may, and often does, justify his inertia in the field of social legislation by this antithesis between legislation and case working methods. He may wait for some other forces to create the social insurance movement, and only then inject his case working point of view. That may satisfy his conscience as a social case worker, but that would be a very narrow interpretation of what social work in its broader implications is, or ought to be.

If we are thinking of social work in terms of a general movement for amelioration of economic and social conditions, then we are certainly failing our duty as a profession if we do not emphasize the necessity for reviving the movement for social insurance at this time.

You may ask, "Is there a reasonable chance for success?" How can I answer that without being a prophet? Yet fashions in social progress may recur as do fashions in dress. If the somewhat naive optimism of benevolent and continuous social progress which was so rampant a decade ago received its setback in 1917, it is just as unwise to assume, as some pessimistic sociologists and philosophers in Europe have recently assumed, that as a result of the World War must come a complete breakdown of western civilization. It seems to me that in 1926 we are again ready to plan on lines of social progress not very much different from those we believed in ten years ago.

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THE COLLEGIATE SERVICE, Inc.
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Office during National Conference—May 24-June 2, Hotel Statler, Cleveland, Ohio.

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WANTED for summer months: Well educated young woman with thorough knowledge of playground and handwork. Resident position, New York Settlement. 5463 SURVEY.

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WANTED—two trained and experienced Jewish case workers for Family Welfare Agency. Address Jewish Aid Society, 242 North Bunker Hill Avenue, Los Angeles, California.

COUNSELLOR WANTED — Yiddish speaking, to take care of Vacation Home for Business and Working Girls at Long Branch, N. J. July 1st to Sept. 10th. Communicate, giving references, and qualifications. Personal Service Club, 688 High Street, Newark, N. J.

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EXPERIENCED Executive, (Jewish, married) desires connection with a progressive child caring organization. Highest credentials. 5431 SURVEY.

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MAN, university graduate, several years experience in case work, desires position with State Board of Charities or with institution. 5469 SURVEY.

EXPERIENCED Social Worker desires position as Superintendent in children's institution. 5453 SURVEY.

WOMAN, superior intelligence, education, culture, executive ability; capable organizing, supervising, directing, adjusting compensation claims, etc., Personal Manager, ten years present position, Director Welfare Work Industrial Concern (5000 employees) wishes new field of activity. (Would supervise high grade Girls' Camp for summer.) 5489 SURVEY.

COLORED MAN, Columbia A.M. in Psychology desires social work with boys beginning June 15. 5497 SURVEY.

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AN EXPERIENCED institution woman wishes position as superintendent. Capable buyer and organizer. Outside New York City. References. 5496 SURVEY.

JEWISH young man, twenty-eight, three years' experience in Orphanages as Assistant Superintendent, knowledge of caring for children, about two years college training, desires position. 5498 SURVEY.

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ADIRONDACK COTTAGE—St. Huberts, N. Y.—six bedrooms, sleeping porch, plumbing, electricity, near church. Address Miss A. Booraem, 7 Perry Street, Morristown, N. J.

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That Conference Complex

(*Continued from page 272*)

stock of the definite decisions and conclusions reached by, say, the National Conference of Social Work, and if we were to compare those decisions and conclusions year by year, over a long period, is it not possible that we would decide that a meeting of the National Conference, every second year, alternating with district conferences would not perceptibly disturb the upward curve of social progress?

The four or five thousand people who attend the National Conference annually spend perhaps on the average $100 each. It is my earnest belief that four or five hundred thousand dollars should buy something more tangible than "refreshment of the spirit," delightful though that may be. A reorganization of the National Conference of Social Work is only *one* of the results which my proposed study of conferences might indicate.

Just who Mr. Cooper's "authorities" are, that should set us straight on this conference matter, I do not know. His basic idea is right, of course. I think his proposed subject for a conference is good. As Mr. Knight says, "The questions involving quality of conferences are far more important than the one of quantity." Also as Miss Eldridge says, "An evaluation rather than an enumeration of meetings is the thing to be desired."

Perhaps we are on the way to a solution of this conference complex, at last.

JUNE PURCELL-GUILD

Over My Desk

(*Continued from page 278*)

How Accessible Shall an Executive Be?

TO what extent shall the executive of a large organization make himself available to members of the staff and to callers? This, of course, is a matter of individual attitude. To me it seems that the executive should always be available to callers; for, after all, the success of the organization depends in large part upon good will.

The executive can well afford to see callers but at the same time may well develop a careful technique of assuring the caller who does not need his personal attention that there is some one on the staff far better qualified than he to handle the matter, a specialist in the question under discussion to whom he will be glad to take the caller at once. After a little experience an harassed executive may also learn not to invite a caller to whom he can give only a little time to sit down, but to rise when the caller comes in, remaining standing, and gradually move toward the door and in the direction of the person to whom the caller may be referred. This same device of standing up and moving toward the door when a too-lengthy conference should be terminated, often is effective in bringing the affair to a graceful end.

The executive should see members of the staff when they really need to see him but he also must be careful not to let the staff become too dependent upon him or take too much of his time. A good practice seems to be to encourage members of the staff, by direct instructions, to save up matters about which they wish to see the executive and see him only once a day at a specific time, or, except in the case of an emergency, once a week at a regular conference hour.

I think it is dangerous for the executive only to see people through appointment by his secretary. This smacks too much of the supposed arrogance of big business. The executive should walk humbly before the face of the public.

The executive should, in my opinion, have a private office without even a secretary in the office. My experience shows that many people who have matters of confidential, personal, or community policy to talk over with the executive (or who, as Karl de Schweinitz says, want to weep over his desk) are considerably embarrassed and the value of the conversation is adversely affected, if anyone else is within apparent earshot.

I find that I personally work better in a private office with the door closed because of the greater ease of concentration upon the work at hand.

In order to prevent interruption when I am in conference with someone I have had one of the horizontal panels in the door, which happens to be about the height of the eyes of the average person, sawed out and a pane of clear glass inserted so that whoever comes to the door can see what I am doing and need not come into the office. A spring door-check put on the door has eliminated the trouble I formerly had with careless callers and members of the staff leaving the door open.

BULLETIN BOARD

NEW HAMPSHIRE HOME ECONOMICS ASSOCIATION: Concord. May 15. President, Elsie King, 426 Union Avenue, Laconia, N. H.

AMERICAN HEALTH CONGRESS: Atlantic City, N. J. May 17-22. Secretary, Mrs. Helen B. Eveline, National Health Council, 370 Seventh Avenue, New York city.

WASHINGTON STATE CONFERENCE OF SOCIAL WORK: Bellingham. May 20-22. Secretary, Arlien Johnson, University of Washington, Seattle, Wash.

MAINE HOME ECONOMICS ASSOCIATION: Augusta. May 22. President, Florence L. Jenkins, 29 Melville Street, Augusta, Me.

INTERNATIONAL ASSOCIATION OF POLICEWOMEN: Cleveland, Ohio. May 23-26.

NATIONAL FEDERATION OF SETTLEMENTS: Cleveland, Ohio. May 23-26. For information address Secretary, National Federation of Settlements, 20 Union Park, Boston, Mass.

AMERICAN ASSOCIATION OF HOSPITAL SOCIAL WORKERS: Cleveland, Ohio. May 24-26. Secretary, Lena R. Waters, 30 E. Ontario Street, Chicago, Ill.

NATIONAL PROBATION ASSOCIATION: Cleveland, Ohio. May 24-26. Secretary, Charles L. Chute, 370 Seventh Avenue, New York City.

BOYS' CLUB FEDERATION: Winona Lake, Ind. May 24-27. Secretary, C. J. Atkinson, Grand Central Terminal Building, New York City.

NEW ENGLAND HEALTH INSTITUTE: Concord, N. H. May 24-29. Secretary, Charles Duncan, State House, Concord.

GENERAL FEDERATION OF WOMEN'S CLUBS: Atlantic City, N. J. May 24-June 5. For information address 1734 N Street, N.W., Washington, D. C.

AMERICAN ASSOCIATION FOR ORGANIZING FAMILY SOCIAL WORK: Cleveland, Ohio. May 25-June 1. Executive Secretary, Linton B. Swift, 130 East 22d Street, New York City.

PAN AMERICAN RED CROSS CONFERENCE: Washington, D. C. May 25-June 5. Secretary, Ernest J. Swift, American Red Cross, National Headquarters, Washington, D. C.

NATIONAL ASSOCIATION OF TRAVELERS' AID SOCIETIES: Cleveland, Ohio. May 26-28. Executive Secretary, Sherrard Ewing, 23 West 43d Street, New York City.

NATIONAL CONFERENCE OF SOCIAL WORK: Cleveland, Ohio. May 26-June 3. Local secretary, L. Hubbard Shattuck, 523 Electric Building, Cleveland.

CAMP FIRE GIRLS: Stockton, Calif. May 29-June 6. Secretary, E. Stock, 31 East 17th Street, New York City.

S.C.A.A. STATE COMMITTEE ON TUBERCULOSIS AND PUBLIC HEALTH: Olean, N. Y. June 1-3. Executive Secretary, George J. Nelbach, 105 East 22d Street, New York City.

OREGON HOME ECONOMICS ASSOCIATION: Corvallis. June 5. President, Mrs. Alice F. Wieman, 1009 East 16th Street N., Portland, Ore.

SOUTH DAKOTA STATE NURSES ASSOCIATION: Pierre. June 9-11. Corresponding Secretary, Margaret Hoover, 302 Dakota Life Building, Watertown.

CATHOLIC HOSPITAL ASSOCIATION: Chicago. June 14-17. Secretary, Mary C. Looby, St. Bernard's Hospital, Chicago.

MISSISSIPPI VALLEY CONFERENCE ON TUBERCULOSIS: Chicago. June 14-17. Supt., Mrs. Theodore B. Sachs, 360 No. Michigan Boulevard, Chicago.

METHODIST FEDERATION FOR SOCIAL SERVICE: Evanston, Ill. June 15-17. Secretary, Harry F. Ward, 150 Fifth Avenue, New York City.

WASHINGTON STATE NURSES ASSOCIATION: Everett. June 17-19. Secretary, Cora E. Gillespie, Room 4, Y.W.C.A., Seattle.

EUCHARISTIC CONGRESS: Chicago. June 20-24. Secretary, Mary C. Looby, St. Bernard's Hospital, Chicago.

AMERICAN FEDERATION OF ORGANIZATIONS FOR THE HARD OF HEARING: Philadelphia. June 22-24. Chairman, Betty C. Wright, 1601 35th Street, N.W., Washington, D. C.

OHIO STATE TEACHERS ASSOCIATION: Cedar Point (Sandusky), Ohio. June 22-24. Secretary, F. E. Reynolds, 428 Chamber of Commerce, Columbus, Ohio.

NATIONAL EDUCATION ASSOCIATION: Philadelphia. June 27-July 2. Secretary, J. W. Crabtree, 1201 16th Street, N. W., Washington, D. C.

CALIFORNIA STATE NURSES ASSOCIATION: Long Beach. June 28-July 2. Secretary, Mrs. J. H. Taylor, 743 Call Building, San Francisco.

AMERICAN HOME ECONOMICS ASSOCIATION: Minneapolis, Minn. June 28-July 3. Executive Secretary, Alice L. Edwards, 617 Mills Building, Washington, D. C.

INTERNATIONAL CONFERENCE OF SETTLEMENTS: Paris, France. July 1-5. For information address Secretary, National Federation of Settlements, 20 Union Park, Boston Mass.

WOMENS INTERNATIONAL LEAGUE FOR PEACE AND FREEDOM. BIENNIAL CONGRESS: Dublin, Ireland. July 8-15. Executive Secretary, Dorothy Detzer, 1403 H Street, N. W., Washington, D. C.

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In the May number you will find—

Transatlantic
André Tardieu, member of the French Chamber, candidly reveals "What France Thinks of Her Former Allies."

Religion
Dr. Charles Fiske, Bishop of Central New York, boldly contests the Church's entrance into politics.

Dr. Harry E. Fosdick's inspiring talk on religion in everyday life.

Science
Dr. John B. Watson defines Behaviorism with the fine lucidity of the scientific mind.

Henshaw Ward considers the weather in his inimitable manner, clothing statistics with exquisite imagery.

Economics
"Who Owns America?" asks—and answers—John T. Flynn in the surprising announcement that we are in the midst of a revolution in American business.

Travel
John W. Vandercook shares his vivid excursions into jungle life.

H. G. Dwight meanders charmingly "South of the Potomac."

Fiction
Helen R. Hull, Lee Foster Hartman, and E. M. Delafield contribute absorbing stories, and there's another poem by A. A. Milne, or, rather, Christopher Robin.

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We are now making, for a limited time, a special introductory offer to those who do not already know the vigorous youthful personality of the new Harpers Magazine—five months for only one dollar instead of the regular price of $4.00 yearly. This is a remarkable opportunity which may be withdrawn at any time.

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Spring—and the Gold Rush

The greatest gold rush of history is expected this spring in the Red Lake district of Ontario.

But the "gold rush" of social workers—just a few days off—is toward Cleveland and the National Conference of Social Work.

Here these earnest prospectors will strike a rich vein of new ideas to help them "keep pace with the forward march of Social Work".

There's "pay dirt" in every day of the conference and rich nuggets in every session.

Executives, publicity chairmen and publicity directors of Community Chests and financial federations will be interested in the display by the Cleveland Community Fund of original campaign poster paintings.

These are prize winning posters of a contest now in progress participated in by leading Cleveland artists. They will be made available to other cities for use in money raising campaigns.

Hear these leaders at the evening sessions

President's Address
Gertrude Vaile.

A Wider Fellowship
Dr. Richard C. Cabot, Professor of Social Ethics, Harvard University.

Personality in Social Work
Porter R. Lee, Director, N. Y. School of Social Work.

Wanted—A Philosophy for Social Work
Dr. Samuel McChord Crothers

Present Social Aspects of the Coal Industry
Edward T. Devine, formerly Professor of Social Economy, Columbia University.

The Spiritual Element in Social Work
Rev. John A. Ryan, Director of Social Action Department, National Catholic Welfare Council.

Memorial Day
Bishop Francis J. McConnell, Methodist Episcopal Church.

The Law and Social Progress
Justice M. B. Rosenberry, Supreme Court, Wisconsin.

The Administration of Criminal Justice
Judge Edw. Lindsey, President of American Institute of Criminal Law and Criminology.

How Much Social Work Can a Community Afford?
From the Economic Point of View
Lawson Purdy, General Director, New York Charity Organization Society.
From the Ethical Point of View
Jane Addams, Head Resident—Hull House.

International Aspects of Social Work
Dame Rachael Crowdy, Chief of Division of Social Questions—League of Nations.

Our Participation
In Industry
Leifur Magnusson, American Representative—International Labor Office.
In Child Welfare
Julia C. Lathrop—Member of League Advisory Commission on the Welfare of Children and Young People.

"Keep pace with the forward march of Social Work"

Fifty-third Annual

National Conference of Social Work

Cleveland, Ohio, May 26—June 2

Address all inquiries to 523 Electric Bldg.

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